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REBUILDING A CITY

THE URBAN RENEWAL OF GREATER SAULT STE. MARIE

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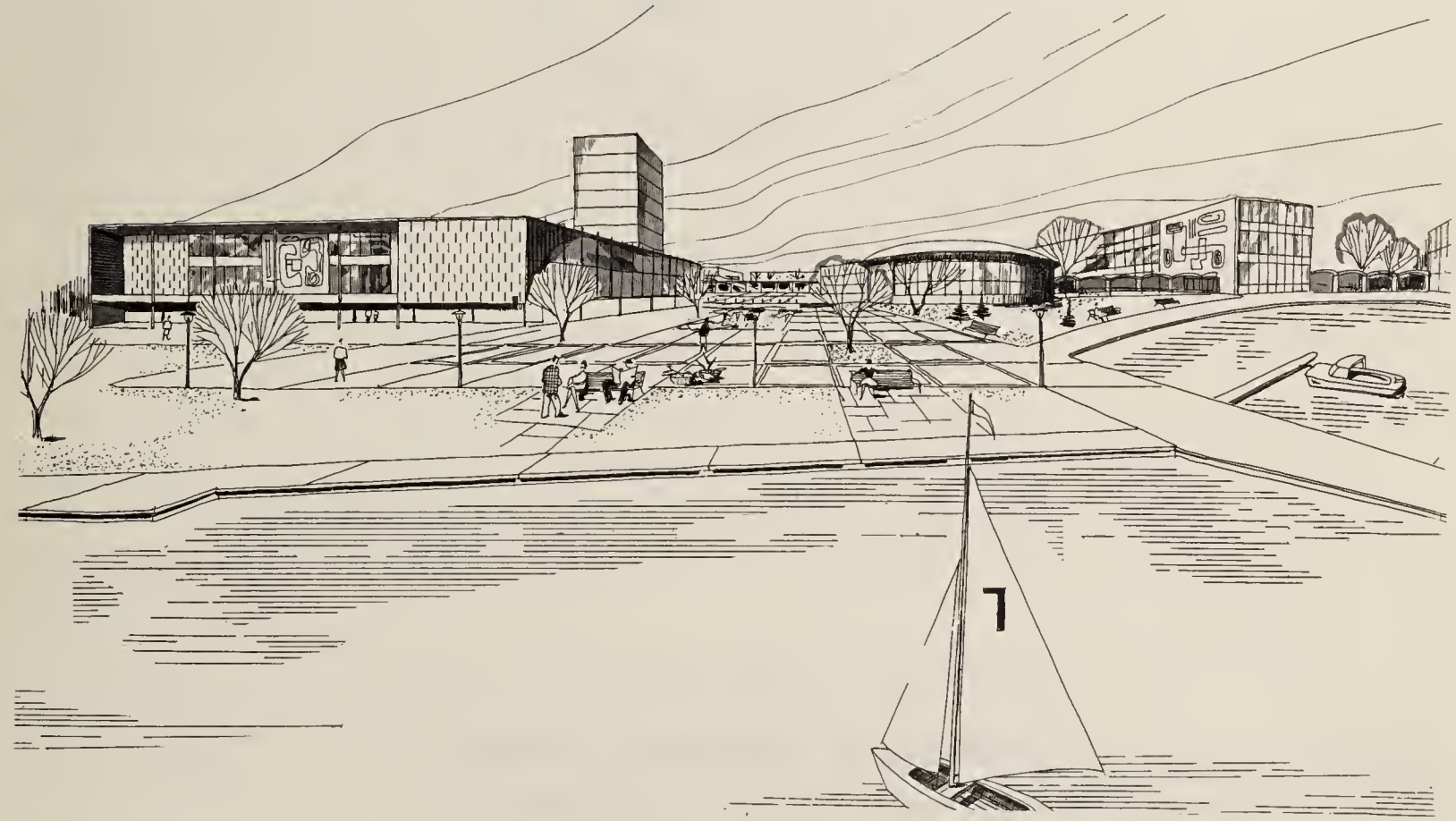
REBUILDING A CITY
THE URBAN RENEWAL OF GREATER SAULT STE. MARIE



PREPARED FOR THE CITY COUNCIL BY
E. G. FALUDI, ENGINEER AND PLANNER

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The Urban Renewal Study and the publication of this report were made possible under the terms of the National Housing Act 1954 by a grant administered by the Central Mortgage and Housing Corporation, the contributions of the City of Sault Ste. Marie and the Townships of Tarentorus and Korah, with the approval of the Minister of Municipal Affairs of the Province of Ontario.

FOREWORD

In the broadest sense, our Urban Renewal Survey is concerned both with treatment and with prevention. A cure is recommended for many of the nuisances which afflict urban living conditions during a period of rapid growth. The timing of this study is especially appropriate because the development of the Sault Ste. Marie urban area continues. Indeed our greatest opportunities for progress lie ahead.

Drab, uninspired, and overcrowded housing deprives some of our citizens of the good life. There is every likelihood that the remedy lies in the application of sound redevelopment procedures, aided by the Government of Canada through the National Housing Act. The inventory of our housing stock, which is contained in this report, represents the vital first step.

Commercial redevelopment depends upon private investment, but too often it founders on the rock of land assembly. Our Council has adopted an enlightened attitude toward this problem, and would consider using the Municipality's right to expropriate land to assist commercial redevelopment when the common good is served. Three conditions which might benefit the public and justify expropriation action would be the improvement in appearance of an area, a substantial increase in assessment, and better traffic and parking conditions. The wise use of expropriation to assemble land for some of the exciting, progressive commercial redevelopment suggested in this study, would do much to improve our City to the advantage of all our citizens.

Industrial expansion will be aided by the modern planning of the community. Consideration has been given not only to the negative aspects of where industry should locate to interfere to a minimum with the lives of the residents, but the positive demands of transportation, sources of supply, and public utilities, have guided this planning.

Our City has been endowed with a beautiful natural setting. The faith of our people in the future of this area is a matter of pride. Sound planning will help us to realize our full potential and prove that the confidence of so many has not been misplaced.

James L. McIntyre,
Mayor

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Members and Delegates of the Round Table Conference held during the week of February 22nd to February 25th, 1960, for their advice and co-operation.

PARTICIPATING STAFF

I wish to record the names of Mr. H. Starczewski, Mr. E. Heyer, Mr. T. Januszewski, Miss L. White, Mr. B. Apollonio, Mr. F. Lacka, and Miss E. Bankes, who were helpful in their role as participating staff.

During the two-year period of preparation of this publication I was assisted by my closest associates and friends, Mr. J. P. Miller and Mrs. D. Walker. For their thoughtful understanding and co-operation I offer my affectionate thanks.

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SAULT STE. MARIE REPORT

ERRATA — (GRAMMAR)

PAGE

9 Paragraph 1, line 2:—"the Sault rapids, Since that time" should read 'the Sault rapids. Since that time'

11 Line 1:—"which enable them to form a link" should read "which enabled them to form a link'

11 Paragraph 5, line 5 of THE PERIOD OF INDUSTRIALIZATION: 1888 - 1945:—"rejuvination" should read 'rejuvenation'

12 Paragraph 3:—Spacing error in the setting of print

14 Paragraph 3, line 6:—"in the city' landscape." should read 'in the city's landscape.'

26 Paragraph 1, line 1 of AGE COMPOSITION:—"group were born" should read 'group was born'

30 Paragraph 1, line 3:—"conslusions" should read 'conclusions'

30 Paragraph 4, line 1:—"groups;" should read 'groups:'

40 Paragraph 1, line 1:—"whicn," should read 'which'

ERRATA — (TEXT)

22 Text for Picture 36:—"Sir James Dunn High School"

25 Paragraph 3, line 4:—"7,793" should read '8,793"

25 Table 1, third figure in column "Change":—"266" should read '268'

25 Table 2, fourth column, first figure:—"23%" should read '22%'

25 Table 3, fifth column, sixth figure:—"19,201" should read '19,210'

26 Paragraph 2, line 2:—"593%" should read '582%'

26 Paragraph 2, line 5:—"97.3%" should read '97.2%'; "70.7%" should read '70.6%'; "53.2%" should read '51.5%'

30 Paragraph 3, line 1:—"The following are the forecasts for 1971, 1976 and 1980" should read 'The following are the forecasts for 1971, 1976 and 1980 (Table 6)'

33 Text for Plate 21:—"Population Density — 1980"

36 ALLIED INDUSTRIES TO STEEL INDUSTRY should have table reference "Table 9A"

36 FOREST PRODUCTS INDUSTRY should have table reference "Table 9B"

36 Table 9B, third column, total:—"$6.69" should read '$6.68'

37 Paragraph 5, line 2:—300% is round figure of the actual 328% used for calculations.

40 Paragraph 4, line 5:—"44.8%" should read '48.3%'

41 The insert entitled RELATION TO LOCAL ECONOMY should be on page 35.

43 Paragraph 8, line 2:—"2281" should read '2881'

53 Plate is Plate 31 EXISTING AND PROPOSED INDUSTRIAL LAND USE DESIGNATIONS

59 Plates should be in order of 34, 35, and 36.

59 Paragraph 2:—All acreage figures are rounded.

60 Population and purchasing power figures are rounded.

PLATE 1 SAULT STE. MARIE AND THE GREAT LAKES

PART ONE—A COMPREHENSIVE DEVELOPMENT PLAN

1. GEOGRAPHIC POSITION

In the expanse of territory lying north and south of the strait linking Lakes Superior and Huron, there is no single and clearly definable geographic region. Neither the land nor the cultural features of the landscape are homogeneous enough to lend to this area a distinguishing character or unit.

The most significant physical feature is, without doubt, the St. Mary River. Not only is it an important natural bridge site between two large land masses – the only such point within a distance of more than six hundred miles – but it is also the world's busiest inland passageway for waterborne traffic. At one of the narrowest points in its course, the river has a twenty-foot drop in less than two miles. The rapids fall over a hard Cambrian sandstone ledge – the "Sault", as the French explorers called it in the XVIIth century – giving an early strategic value to this site, and has since been the key factor in the location of settlement and economic activity. The pattern of spatial growth of Sault Ste. Marie, Ontario, and Sault Ste. Marie, Michigan, is mainly related to this physical asset which was originally a natural obstacle. It has since been converted into a great potential, as a main link in the traffic of the Great Lakes, and into hydro-electric power.

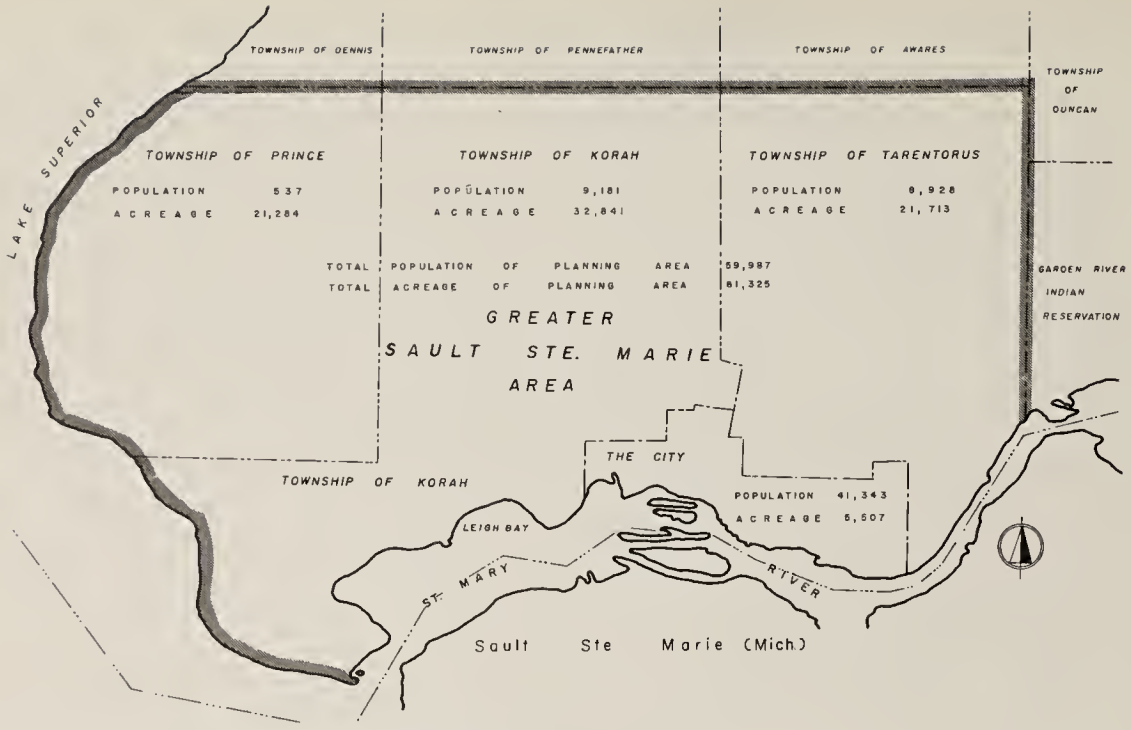


PLATE 2 GREATER SAULT STE. MARIE

2. GREATER SAULT STE. MARIE (Plate 2)

For the purposes of this report, Greater Sault Ste. Marie includes the City of Sault Ste. Marie and the Townships of Prince, Korah and Tarentorus.

In 1946 the Minister of Planning and Development of Ontario, (now Department of Municipal Affairs) defined it as a "Planning Area", and redefined it in 1959. It covers 127.1 square miles (81,325 acres), with a population of 59,987 (1959). The city comprises 6.8% of the Planning Area, with a gross density of about 4,800 persons per square mile as against 480 persons per square mile for the entire area.

INTERNATIONAL BRIDGE UNDER CONSTRUCTION

3. TOWARDS A NEW CITY

This report is a blueprint of a "Regional City", the Greater Sault Ste. Marie of tomorrow.

It is our belief that such a city will have an even more significant role to fulfil in the future than Sault Ste. Marie has played in the past. It is in this spirit that we advocate a new kind of city, which will be within the reach of its people, for we trust that:

the city and the townships are interdependent parts of a single community, bound together by a network of public facilities and by common economic and social interests;

they do not exist for their own sake, but rather to provide essential services, a good environment for their people, and the ways and means for them to live, work and play;

the civic needs of the entire community can only be met by combining the financial fabric of the four municipalities;

a single government could provide the type of centralized control and guidance which is essential to the adoption and implementation of a sound programme of development and capital improvement according a "Comprehensive Area Plan";

the greatest force in implementing such a plan and in changing the structure of the city, will be a co-operative effort between Federal, Provincial and Municipal financial contributions and private investments;

while the improvements proposed here are inter-dependent with other development projects, they can be implemented in phases;

any phase carried out will mean one step toward the complete fulfilment of the "Comprehensive Area Plan";

it is a workable proposal and not a Utopia.

URBAN RENEWAL

Although the primary purpose of this report is to present an Urban Renewal Study consisting of a programme of conservation, rehabilitation and redevelopment within twelve study areas, it cannot divorce itself from the preparation of a "Comprehensive Area Plan". This is also a requirement of the National Housing Act, enabling the future city to qualify for Federal contributions for urban redevelopment projects.

THE COMPREHENSIVE AREA PLAN

The Comprehensive Area Plan incorporates plans for residential, industrial, commercial, recreation land uses, for community facilities, and for circulation. Specifically, it pleads for better environments for housing for all age groups, all family sizes and income classes.

It calls for a sound policy with respect to the use and gradual redevelopment of the riverfront, from Pim Street to Gore Street, and of the adjoining downtown business centre.

It offers specific suggestions for the siting of a Civic Centre and a Cultural Centre.

It places greater stress on parks, parkways and their connection with a system of pedestrian greenways, through the entire area in the meandering ravines.

It calls the attention of the civic administration to the traffic problems, which must be solved without delay.

PAST DEVELOPMENT

The growth of today's city really began some 70 years ago with the building of the Canadian Pacific Railway line, followed by the International Railroad Bridge across the St. Mary River, the Canadian "Soo" Locks and the big steel, paper and lumber industries.

NEW INCENTIVES

Today again, large-scale public works such as the construction of the International Bridge linking together the Province of Ontario and the State of Michigan, the Bypass Highway (Second Line), Trans-Canada Highway, the Federal Harbour and the Airport, provide the people of the "Soo" with both opportunity and incentive to renew their city.

INITIATIVE BY PUBLIC AUTHORITIES

All who play a role in the economy of the Greater Sault Ste. Marie area are by now well aware of the demands imposed in the rebuilding of their community. Much depends on the initiative of public authorities who, with energy and foresight, can shape the future.

LONG PROCESS

It will take many years before the ideas for changes and the gradual rebuilding of Greater Sault Ste. Marie become a reality. Many of us will not see more than the beginnings, but if we do not make a start now, we shall have lost a great opportunity.

The time to meet the challenge is today.

4. THE BASIC ISSUES

URBAN GROWTH

Since 1946 the dynamic growth of the Greater Sault Ste. Marie area, like many other Ontario metropolitan areas, resulted in mixed blessings. Although the rate of increase of population in the city and the townships varied, the total population increased by approximately 80% from 33,284 in 1946, to 59,987 in 1959.

During this period the city extended rapidly outward. Its population spilled over its boundaries, without plans to guide its growth. It produced in the townships vast areas of urban sprawl, wastefully absorbing more and more land. At first the growth was in the form of small accretions from within the built-up area of the city; later, as scattered subdivisions were approved, it invaded the north and east like many protrusions, exhibiting the symptoms of an unhealthy organism.

The rapid growth was costly. The subdivisions required public utilities and facilities, with little return to the municipalities.

Due to divided jurisdictions, the city had no control over the haphazard land utilization in the townships, and the townships themselves displayed little consideration or foresight for the social needs of their new residents.

The "leapfrog" pattern of residential growth outside the city led, inevitably, to the filling of open spaces between a hodge-podge of often unfinished dwellings, shops, gasoline stations and builders' yards. In an effort to halt this type of growth, the Sault Ste. Marie and Suburban Area Planning Board proposed in 1959 an Official Plan for the entire area. Unfortunately, the townships deferred consideration of such a move, as well as the preparation of local plans and implementing by-laws.

By 1980 it is anticipated that the area population will be about 110,000, and the urban population 103,000.

Much before this time, the problems of urban growth will require a region-wide approach. In fields as complex as educational facilities, sewer disposal, water supply, transportation, highway system and area planning, the city and the townships cannot succeed on a local or individual basis.

The words of the Cumming Report on the Metropolitan Toronto area, are applicable also to Greater Sault Ste. Marie ... "The basic problem to be solved is indicated in the significant contrast between the underlying social and economic unity of the area on the one hand and the illogical and inequitable but extremely rigid divisions of political jurisdiction and available taxable resources on the other..."

THE CITY BLIGHT

Within the city, the planning problems are even more complex. Although the city has an Official Plan (approved by the Minister in 1956, and an implementing zoning by-law approved the same year), it now strives to solve such problems as blight and a housing stock, which is rapidly aging from the central core outwards;

the deterioration being faster than the rate at which housing can be replaced and residential areas rehabilitated. There are problems of traffic congestion, inadequate parking facilities, lack of open space, and the threat imposed by the declining industrial and business areas, and the strangling network of rail lines.

Of vital concern is the blighted riverfront, with its oil tanks, coal, sand and gravel yards, and obsolete industrial buildings.

In addition, the unsightly appearance of many of the streets, buildings, backyards and lanes cannot be overlooked.

For the city, the basic issues are three-fold:

HOUSING

Of the total urban area of 9,342 acres within the city and townships, about 185 acres or 2% (containing about 800 dwellings) show various degrees of blight and are in need of rebuilding.

Some of the 4,000 middle-aged and deteriorating dwelling units (occupying about 950 acres or 35% of the Greater Sault Ste. Marie residential area) are represented in almost every pre-war neighbourhood of the community. These areas are in need of major public improvement and private rehabilitation to prevent them from becoming blighted.

THE CENTRAL BUSINESS AREA

Deterioration is evident on the fringes of the central business area and the adjacent industrial area in the city. Here, the creeping blight is dragging down formerly good areas and penetrating into residential neighbourhoods. As in all cities, these are the problem areas which stand, as though the ebb and flow of growth had passed them by, yet they are potential sites for new commerce and industry as well as new housing, to replace the old and deficient.

THE INTERNATIONAL BRIDGE AREA AND ADJOINING NEIGHBOURHOODS

Undoubtedly, the impact of the construction of the International Bridge and its terminal plaza, and the resulting traffic generation, will be felt over a much broader area than the mere border of the site. The chain reaction created by the expropriation and demolition of structures in the bridge area is already recognizable in the adjoining areas due to the lack of maintenance and improvements.

In addition, expectation of new developments following the opening of the bridge and anticipation of the function of the existing and future traffic routes leading into or by-passing the downtown business area, will result in further aggravation and spread of such conditions.

COMMON PROBLEMS

Some of the fundamental problems of the city and townships emanate from, and are made more complex by, the size of the Greater Sault Ste. Marie Area. The provision of all public utilities, community services and transportation facilities, is made more complicated and expensive by the spread and decentralization of of the population.

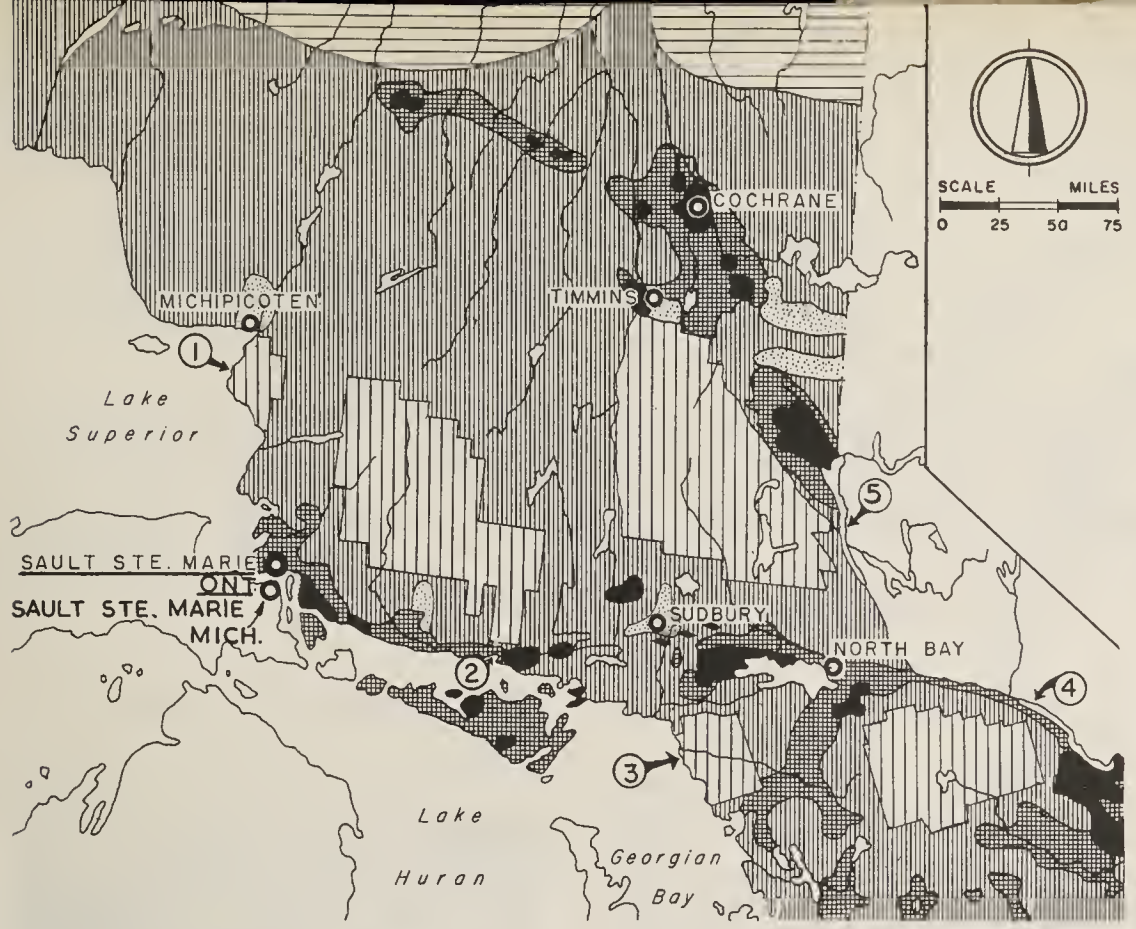


PLATE 3 SOUTHERN ALGOMA REGION

L E G E N D

Agriculture
Agriculture & Forestry
Forestry, Recreation & Mining
Mining Areas
Wildlife & Trapping
Provincial Parks & Forests

(1) LAKE SUPERIOR PARK
(2) MISSISSAGI PROV. PARK
(3) GEORGIAN BAY FOREST
(4) ALGONQUIN PARK
(5) TIMAGAMI PROVINCIAL PARK

1 ST. MARY RIVER

2. THE LOWLAND

3 THE HIGHLAND

5. REGIONAL ASPECTS

The existence of Sault Ste. Marie as a community is attributed to a number of geographic features and physical advantages:

THE ST. MARY RIVER, one of the world's busiest inland water ways, provides the transportation route for commercial and industrial activity.

The economic potential resulting from the transit of people and goods on the river was translated in time to an ever-increasing commercial and industrial activity, and has remained to this day the paramount feature of the location of the twin cities. * New opportunities have been created with the completion of the St. Lawrence Seaway, of which the St. Mary River is an integral part.

THE ALGONQUIN NIPISSING LOWLAND is the geographical zone in which Sault Ste. Marie is located. It divides the area into two distinct levels of development: the lower plain level rising only a few feet above the river, and the upper plain level, separated from the lower plain level by a 100 ft. escarpment.

THE CANADIAN SHIELD to the north, forms an effective barrier to the spread of settlement but provides a potential wealth of mineral, forest and water resources.

THE INTERNATIONAL BOUNDARY, at the middle line of the St. Mary River, forms an artificial barrier to the area.

ISOLATION FROM LARGE POPULATION CONCENTRATIONS has influenced the growth of Sault Ste. Marie as a centre for the area. Today, major highways connect the area with an urban population of approximately 10 million within a radius of 400 miles

* Sault Ste. Marie, Ontario and Michigan

PLATE 4 THE MARKETING AREA (15,000 square miles)

4 MISSISSAGI RIVER LOG DRIVE

5 MONTREAL RIVER FALLS

6 HELEN MINE, WAWA

6. THE AREA OF INFLUENCE

Sault Ste. Marie forms part of the District of Algoma, whose population is predominantly urban (74%).

The nucleated settlements of the district are closely related to the two railways which radiate eastward and northward from Sault Ste. Marie, and/or to the sites of specific resources, such as iron ore (Michipicoten), uranium (Elliot Lake, Blind River), forest products (Thessalon, Blind River).

The backbone of the road network of the Algoma District is Highway No. 17, linking the Sault Ste. Marie area with Sudbury, North Bay and Southern Ontario. It is now a part of the Trans-Canada Highway, and provides direct communication with the Lakehead. On the Algonquin-Nipissing plain level, it connects with secondary highways and township roads and provides contact between scattered small communities, through Highways No. 129 and 108, the Chapleau (Sudbury district) and Elliot Lake communities are also accessible.

The C.P.R. line from Sudbury to Sault Ste. Marie provides the main link between the settlements in the lowland belt north of Lake Huron. The Algoma Central and Hudson Bay Railway, together with the C.P.R. and C.N.R. east-west lines, provide the only land routes to many small communities whose livelihood depends on the forest and mining operations.

7. THE AREA AND ITS HISTORY

The site of the present city was first located in 1622, when the French explorers Etienne Brule and Grenolle discovered the Sault rapids, Since that time the area has experienced some 340 years of recorded history, which falls into four distinctive periods.

THE FRONTIER PERIOD: 1622-1821

During the early years, settlement was confined to missions, by means of which the French hoped to convert the Ojibway Indians. Established in 1634, 1641 and 1689 by Nicollet, Jogues and Raymbault and Marquette respectively, the last was abandoned owing to the warlike intentions of the Iroquois Indians. From 1689–1750 there was no official representative of either Church or Government at the site of Sault Ste. Marie. The next white settlement of the area was established in 1751, when the French built a military post. It was shortlived however, owing to the British Conquest of Canada in 1760.

In 1783, The North West Company established a fur trading post, and in 1797 constructed a small lock for the conveyance of canoes and boats from Lake Huron to Lake Superior. During the War of 1812, the Americans destroyed both lock and post. Soon after the war the post was rebuilt, but the business of The North West Company was further disrupted in 1820 by the arrival of American forces who took over the south bank of the river. In 1821 the Hudson's Bay Company absorbed The North West Company and took over the trading post.

THE PERIOD OF URBAN EVOLUTION: 1822-1887

Little is known of the development of Sault Ste. Marie between 1822 and 1858. It was noted, however, by Lieutenant Colonel Cockburn in March 1822 ... "that on the Canadian side of the St. Mary River, the North West Company (now the Hudson's Bay) have a large establishment".

In 1842, the Hudson's Bay Company erected a few buildings, one of which is known today as "The Block House."

In 1858 the District of Algoma was organized as a judicial district with its headquarters at Sault Ste. Marie. Eight years later the first court house was built. In 1871 Sault Ste. Marie was established as a municipality, consisting of the town plot, parts of the Township of Tarentorus, and the Townships of Korah and Parke. In the same year the Village of Sault Ste. Marie, with a population of 879 persons, was incorporated. Five years later the boundaries of the "municipality"were extended to include the Township of Prince and the Rankin Location.

In 1887 the village was elevated to town status with a population of 1,600 persons; the Canadian Pacific Railway had just completed the line to Sault Ste.

THE PATTERN OF URBAN DEVELOPMENT

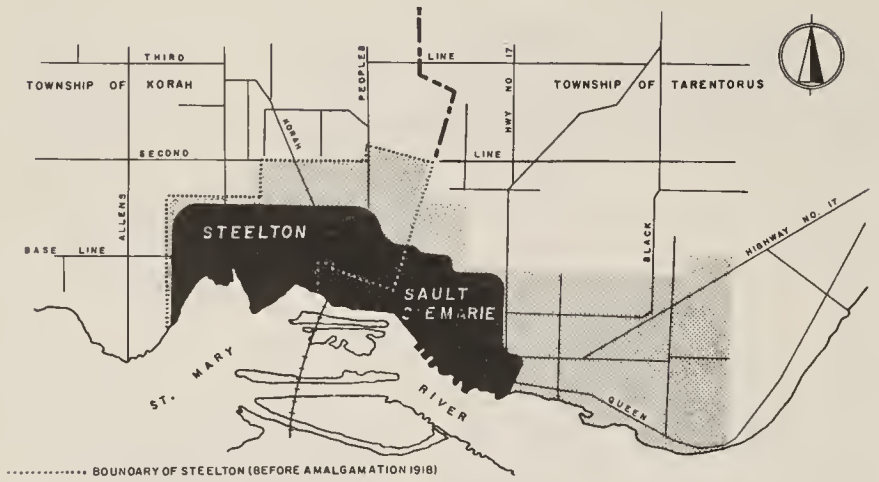


PLATE 5 1622-1912

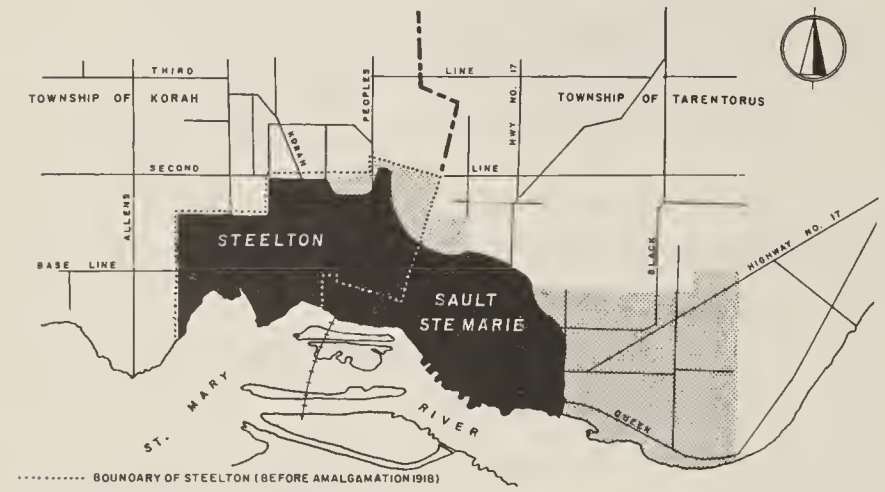


PLATE 6 1913-1940

PLATE 7 1941-1960

Of the existing homes in Sault Ste. Marie, 34% were built prior to the end of 1920; 11% were built between 1921-1940, and 55% were built between 1941-1960. Since 1900 the city has grown outwards.

URBANIZATION

The pattern of development is distinguished by three major stages

FIRST STAGE (area:2,200 acres)

Due to the physiography of the site, the early settlements grew from the first mission and military and trading posts, in a narrow elongated pattern, running parallel to the river banks. Over the years it has extended from the river, halfway between Base Line and Second Line and between Allens Side Road and Pim Street.

SECOND STAGE (area: 3,000 acres)

On the natural topographical pattern, a man-made pattern of roads was superimposed, extending the northwestern portion up to Second Line and eastwards to Pine Street.

THIRD STAGE (area: 6,300 acres)

This is the period of urban sprawl, which is indicated by mostly linear projections: to the west along Second Line crossing Allens Side Road: to the northwest and the north reaching the Third Line; to the northeast crossing the Second Line, halfway to the Third Line; and on the east up to Dacey Road.

Marie which enable them to form a link, via the International Bridge over the river, with the American Railway network.

THE PERIOD OF INDUSTRIALIZATION: 1888-1945

Since 1894 the City of Sault Ste. Marie has enjoyed the advantages bestowed upon it by the farsighted and imaginative thinking of F.H. Clergue and his associates.

It was the Golden Era of Industrialization, commencing with the building of a pulp mill in 1894 to utilize the abundant supplies of local wood.

At the same time Clergue embarked upon development of the iron and steel industry, based on the then recently discovered iron ore deposits of the Helen Mine at Michipicoten, and the newly opened Hudson's Bay Railway. In addition, he bought up the local power and water supply company and formed, in 1899 the Lake Superior Corporation to develop the already partially utilized water power.

The year 1896 had seen the construction of a sulphite mill, owned and operated by the Sault Ste. Marie Pulp and Sulphite Company. With these two plants, Sault Ste. Marie's position as an industrial complex received its first real impetus.

In 1901 the Algoma Steel Company was founded. Steel works of the most modern construction were built, and in February 1902 the Bessemer mill was opened. By May of the same year, steel rails were being rolled. In December 1902 the mills were forced to close in face of heavy German competition. The year 1905 proved to be one of rejuvination. The Lake Superior Company was formed, and since 1908 there has been regular and energetic development. Today the Algoma Steel Corporation Ltd. is one of Canada's largest steel producing companies.

Additional industries in the form of newsprint mills were founded in 1910 and 1914 by the Lake Superior Paper Company and the Abitibi Power and Paper Company Ltd.

The early prosperity of these plants resulted mainly from the construction of a ship canal – built in 1888 and opened in 1895.

With this industrial expansion came an increase in population. The Townships of Prince and Tarentorus were incorporated in 1897 and 1903 respectively, to be followed in 1904 by the incorporations of both the settlement of Steelton as a town and the entire Township of Korah. In 1912 the Town of Sault Ste. Marie was elevated to city status with a population of 13,502 people, and part of the Township of Tarentorus was annexed to the city, resulting in a total population of

19,283. To complete the process, Steelton with its population of 7,371 was annexed to the city in 1918.

In 1927 the Lake Superior Paper Company was absorbed by the Abitibi Power and Paper Company Ltd.

During the next thirty years the Sault continued to expand in spite of the depression. The War years, (1939-1945) saw the expansion of the Algoma Steel Corporation into Canada's second largest steel plant; the addition of new facilities to the pulp and paper mill, and the modernization of the amenities of the Algoma Central Railway. At the same time smaller industries moved into the city.

POST WAR GROWTH: 1946 TO THE PRESENT DAY

The postwar period has seen an overall expansion. In 1946 the Minister of Planning and Development of Ontario defined Sault Ste. Marie as a "Planning Area," and redefined it in 1959.

The year 1949 showed the first major expansion of the facilities of the Abitibi Power and Paper Company Ltd. Five years later it completed a five year, $83,000,000 expansion programme. In the same year the International Bridge Authority was established in its present form by the State of Michigan. In 1955 the Canadian government incorporated the St. Mary River Bridge Company, (an Ontario owned company), which was later amalgamated with the International Bridge Authority. The following year saw the completion of the preliminary estimates for the International Bridge at Sault Ste. Marie, and the opening of the Mackinac Bridge in 1957. This latter development formed a major link in Michigan's interstate highway system.

During the next twelve months, construction was begun on the new airport at Pointe aux Chênes; in addition a series of engineering studies for an extension of the sewer system were prepared. It was in 1958 also that the respective municipal and provincial authorities gave their approval to the Official Plan and Zoning By-Law.

The years 1959-61 saw the preparation of an Urban Renewal Study and a Comprehensive Redevelopment Plan.

In the same year a $33,000,000 expansion and modernization programme in Algoma's Bloom and Plate mill was completed. In addition, a similar $20,000,000 plan had been started by the Algoma Steel Corporation Limited.

In 1961 the major events were: the preparation of preliminary designs for the Civic Centre, the acquisition of property land clearance and the commencement of construction of the International Bridge. A Traffic Survey is also being prepared.

SOURCES:

The Municipal Handbook, 1959 – Sault Ste. Marie.
Abitibi Power and Paper Co. Ltd.
Published and Unpublished documents in the Library of the
Oepartment of Municipal Affairs (Chief Librarian, Miss M. Bassingthwaite)
Sault Daily Star, December 11th, 1902.
The Annals of Sault Ste. Marie – E.H. Capp.

8. THE APPEARANCE OF THE COMMUNITY

In presenting the visual assets and liabilities of Sault Ste. Marie, much emphasis has been placed on those parts of the area in which blight prevails. The photographs contained in the next few pages will serve to illustrate the lack of:

the three dimensional relationship of structures to their usage, to the roads, the nearby structures, and the open space created between structures;

the insufficient amount of open spaces of adequate size, which could provide an interesting sequence as one moves about;

the deficiency of a varied landscape treatment of both open spaces and streets;

the poor location of buildings in relation to their own lots.

Most of the street fittings, such as park benches, lamp posts and street signs, contribute little to the appearance of the community. In addition, many of the older public buildings, bridges, landscaping and details such as railings, retaining walls and boulevards, show great lack of imagination. One of the most disturbing elements is the overhead wiring, visible on every street.

It would be unjust, however, to present a solely unfavourable impression. There are a number of contemporary schools, private and institutional buildings of fine design.

7. THE BLIGHTED RIVERFRONT AND THE CENTRAL PART OF THE CITY

The site of the city and scenic qualities of the surrounding area can be rivalled by only few other communities in Canada. Unfortunately, during the last three decades, as in many other Canadian municipalities, a tide of uncontrolled development, characterized by ugly structures and clusters of buildings, has risen to submerge the fine natural setting.

The city and the townships have given little consideration to the appearance and physical improvement of the area.

Fortunately, Clergue Park, a small stretch of waterfront between the Government and Ferry Docks comprising 8.3 acres, is owned by the city. The adjacent lands, which together with Clergue Park total 37.5 acres, are currently occupied by oil tanks, storage yards and deficient industrial structures. The waterfront is the most desirable location for civic and public purposes, and offers an opportunity to create an outstanding element in the city' landscape.

8. CLERGUE PARK AND SURROUNDING AREA

The city extends over five miles along the river, and the length of the urban area is almost seven miles.

The Sault's main streets run parallel to the course of the river. Short secondary streets have developed at right angles to them.

Industrial areas are located to the west along the riverfront adjacent to the locks. Docks are situated along most of the western portion of the city's waterfront.

East of the major industrial area, between the river and the C.P.R. right-of-way, is the business and administrative centre. The central retail commercial area is well defined and extends for a mile along Queen East, Gore and Wellington East.

Surrounded by the iron ring of the industrial plants and railway tracks are some of the oldest residential areas, situated mainly in the southwest; they continue eastwards as a narrow ribbon, hemmed in between the major commercial area and the C.P.R. freight yards.

9. THE SOUTHWEST PART OF THE CITY WITH A VIEW TO THE LOCKS

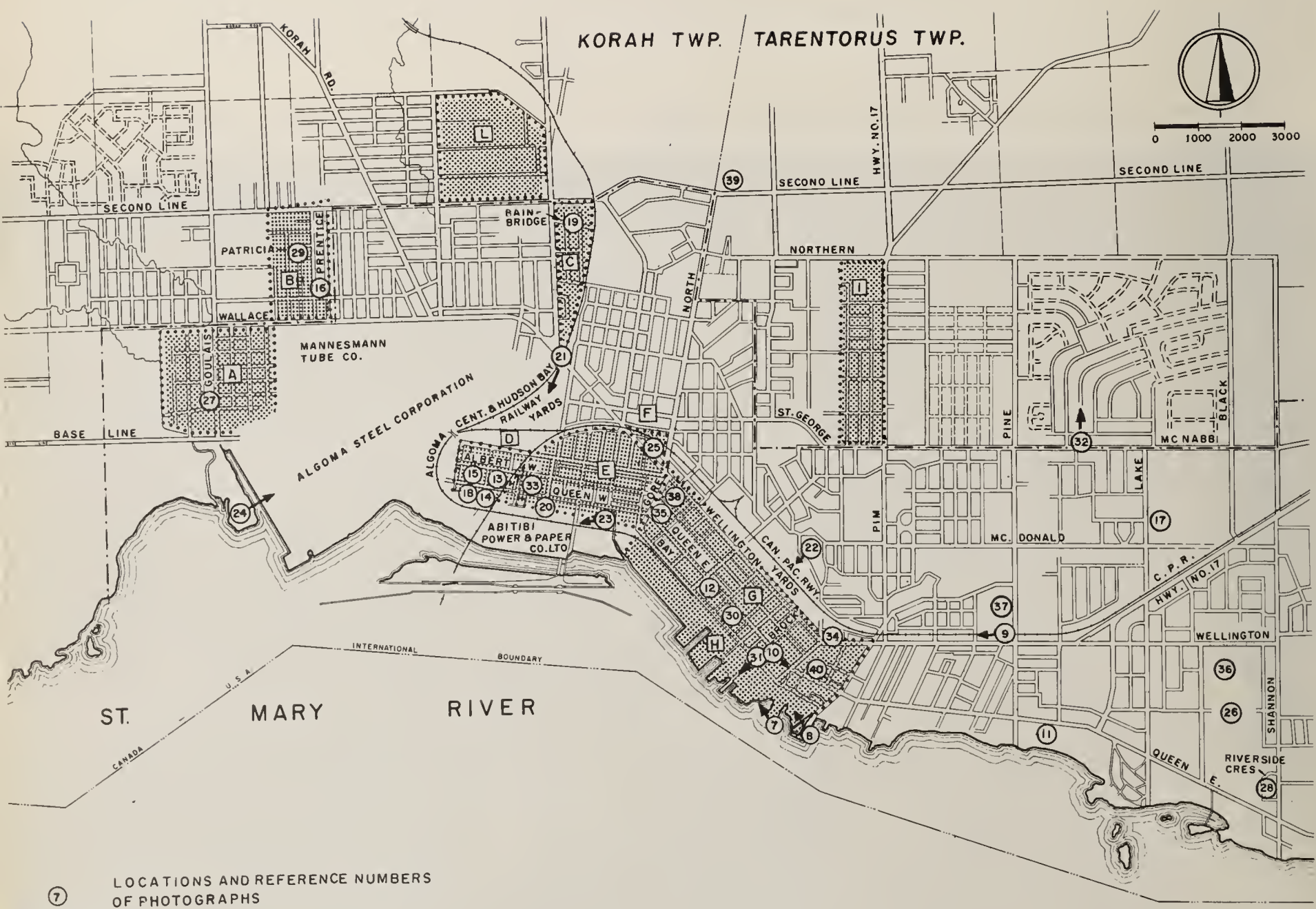


PLATE 8 KEY MAP TO PHOTOGRAPHS

10. QUEEN STREET EAST

11. 1180-1182 QUEEN STREET EAST

12. REAR OF QUEEN STREET EAST

13. ALLEY WAY TO ALBERT STREET WEST

14. PORTAGE STREET WEST OF JAMES STREET

15. LANE-BRIDGE PLAZA AREA

16. PRENTICE AVENUE

17. LAKE STREET

18. PORTAGE STREET EAST OF WEST STREET

19. BAINBRIDGE STREET AND LENNOX AVENUE

20. HUDSON STREET SOUTH OF QUEEN STREET WEST

21. ALGOMA CENTRAL AND HUDSON BAY RAILWAY YARDS AND SHOPS

22. CANADIAN PACIFIC RAILWAY YARDS AND SHOPS

23. ABITIBI POWER AND PAPER CO. LTD., FROM EAST

24. ALGOMA STEEL CORPORATION LTD., FROM WEST

25. EDINBURGH STREET

26. ANNA McCREA PUBLIC SCHOOL

27. GOULAIS AVENUE AT METZGER LOOKING NORTH

29. BACK YARDS, PATRICIA AVENUE

28. RIVERSIDE CRESCENT

30. POST OFFICE, QUEEN STREET EAST

31. BELL AVENUE AND BAY STREET

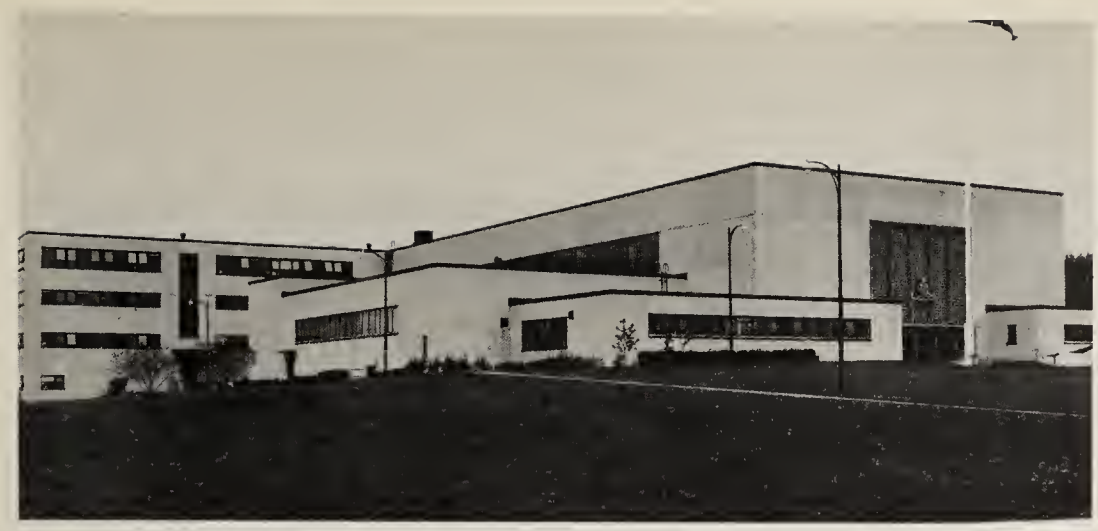
32. NEW HOUSING, PROMENADE AND PLACID

33. ST. MARY'S SCHOOL PLAYGROUND

34. ST. ANDREW'S UNITED CHURCH, ALBERT STREET EAST

35. REAR OF GORE STREET

36. SIR JAMES DUNN HIGH SCHOOL



37 THE ARMOURIES

38 MEDICAL-DENTAL BUILDING, ALBERT AND BLUCHER STREETS

39 MODEL OF BAWATING COLLEGIATE

9. THE POPULATION AND ITS GROWTH

As a community Greater Sault Ste. Marie is a living organism with a complex system of physical facilities, social and economic institutions.

As an industrial, commercial and administrative centre (being also the largest urban concentration of the southern portion of the District of Algoma) it performs regional functions.

As a planning area consisting of four municipalities, its day to day community life is guided by the requirements of its population.

Ultimately, its total population determines the amount and type of facilities which are needed in terms of land use, housing, sewage disposal, water supply, transportation, schools and recreation. It also defines the pattern in which such facilities are to be arranged.

Three factors are of great significance in formulating plans for the future development of the area:

The size of its future population
The age composition and characteristics of the population
The general distribution of population within the area

SIZE

The first factor indicates the general limits of future population, based on an assumption that the number of persons resident here will be closely related to the economic opportunity within the area. Since the primary economic function of the area is based on the production of steel and related materials, the population may be limited by the amount which the national and international economy can absorb. Greater Sault Ste. Marie is fortunate in that its expanding labour force in the steel industry, and to a lesser extent in the lumber and paper industries, and their growing markets, stimulate further expansion of existing industrial plants and commercial undertakings. In turn, this trend stimulates population growth.

COMPOSITION

The second factor defines future requirements for schools and recreational facilities; therefore the proportion of pre-school and school-age children is of marked significance. For the purpose of formulating plans in the field of housing and social services, the age and sex composition of the population is an important factor. It also influences the scope and direction of the economy of the area.

DISTRIBUTION

The third factor depends ultimately on how the population prefer to live--whether in single family homes with generous open space, or concentrated in apartments close to the centre of business and cultural facilities. It determines the direction and quality of growth, and the potentiality of the community.

PLANNING DISTRICTS

In order to analyse and diagnose past and present trends in population growth and to establish future requirements for facilities and services, the planning area was divided into 22 planning districts. These also form the basic units of the

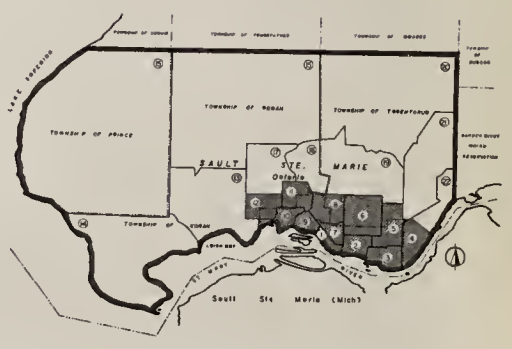


PLATE 9 PLANNING DISTRICTS

Comprehensive Development Plan. Their size and boundaries are defined by consideration of the predominant type of land use and similar physical and local characteristics.

An analysis of past and present trends in population growth indicates the following:

PAST TRENDS

In reviewing population increase in the Greater Sault Ste. Marie area during the past 60 years, three distinct periods are evident :

1901–1921

This was a period of rapid population increase due to the establishment of the iron, steel and newsprint industries, and the subsequent growth of the steel industry during the First World War. During these years, the population in the city and three adjacent townships increased by 163% from 7,793 in 1901 to 23,111 in 1921. Over 81% of the population was still concentrated within the city limits. Korah Township was the only one of the three townships to reach a population of over 1,000 and to show an increase rather than a decrease.

TABLE 1

	Population			
	1901	1921	Change	% Change
City	7,169	21,092	13,923	194%
Twp. of Korah	428	1,115	687	160%
Twp. of Tarentorus	989	721	266	27%
Twp. of Prince	207	183	24	12%
Greater Sault Ste. Marie	8,793	23,111	14,318	163%

The average annual rates of growth in these census periods were:
1901–1911: 3.76% 1911–1921: 6.53%

1921–1941

This period showed a lower rate of increase in Greater Sault Ste. Marie (29%) due primarily to the economic depression and a decrease in immigration to Canada. A decline in the rate of natural growth was also experienced. The population in the townships was small, but the rate of growth was considerably higher than in the city. The population of the Township of Prince was, and still is, negligible.

TABLE 2

	Population			
	1921	1941	Change	% Change
City	21,092	25,794	4,702	23%
Twp. of Korah	1,115	2,081	966	87%
Twp. of Tarentorus	721	1,679	958	133%
Twp. of Prince	183	214	31	17%
Greater Sault Ste. Marie	23,111	29,768	6,657	29%

The average annual rates of growth in these census periods were:
1921–1931: 1% 1931–1941: 1.54%

1941–1959

This period showed an increase in the rate of growth, especially since 1945. It was stimulated by the expansion of the steel industry during and after World War II, and by the further discovery and development of mineral resources in the hinterland. During this period, expansion was especially rapid in the townships. It forged ahead of the rate of the city. This change was derived from the increasing dominance of the automobile, and the trend towards suburban living. It was further stimulated by the uncontrolled urbanization in the townships, with their lower land costs and taxes.

It can be assumed, however, that most of the post-war immigration to the area from overseas settled in the city, but the city lost more people to the townships that it gained from people moving in. Most of the growth of population in the townships has been derived from the city. This has been especially true since 1951. While between 1941–1951, 60% of the population growth in the area occurred in the city and 40% in the townships; between 1951 and 1959, 54% occurred in the townships and 46% in the city.

TABLE 3

	City	Korah	Tarentorus	Prince	Greater Sault Ste. Marie
1941	25,794	2,081	1,679	214	29,768
1951	32,452	4,618	3,420	287	40,777
1959	41,343	9,181	8,926	537	59,987
1941/51	6,658	2,537	1,741	73	11,009
Change	26%	122%	104%	34%	37%
1951/59	8,891	4,563	5,506	250	19,201
Change	27%	99%	161%	87%	47%
1941/59	15,549	7,100	7,247	323	30,219
Change	60%	341%	432%	151%	102%

The average annual rate of growth in the census periods were:
1941–1951: 3.24% 1951–1959: 4.94%

GROWTH BY DECADES:

1901–1959 (Table 4)

The total population of the Greater Sault Ste. Marie area in 1959 was 59,987, and that of the city 41,343. For both areas, these figures represented substantial increases of 47.1% and 27.4% respectively over the previous census in 1951.

Over a period of about 60 years the city's population grew by 477%, and that of the area by 593%. Table 4 presents details of this past growth by decades and by individual municipalities from 1951–1959. It is significant to note that the city's share in the total population increase of the area decreased steadily from 97.3% for 1901–1921, to 70.7% for 1921–1941, and to 53.2% for 1941–1959 (see Plate 10).

TABLE 4

Year	Sault Ste. Marie	Prince	Korah	Tarentorus	Total
1901	7,169	207	428	989	8,793
1911	10,984	213	814	697	12,708
1921	21,092	183	1,115	721	23,111
1931	23,082	262	1,264	927	25,535
1941	25,794	214	2,081	1,679	29,768
1951	32,452	287	4,618	3,420	40,777
1956	37,329	–	7,258	6,117	50,704
1959	41,343	537	9,181	8,926	59,987

Average annual rate of growth over the 58 year period was 3.36%

COMPOSITION AND CHARACTERISTICS OF THE POPULATION

AGE COMPOSITION (Plates 11, 12 and 13)

The age composition, in 1941, shows that the largest group were born in the latter part of World War I and the immediate postwar years. The relative size of each succeeding group indicates a continuing decrease in the birth rate through the depression of the 1930's and into the early years of World War II.

This "low" of the 0-4 year age group in 1941, may be traced through the 1951 and the 1956 census. This group became the 10-14 year group of 1951 and the the 15-19 year group of 1956, each still reflecting the low birth rate of the late thirties.

The steady increase in the relative size of the population in each age group born after World War II, reflects both the improved economic climate of the times and the entrance of the post World War I children into the marriageable age groups.

Compared to national and provincial averages, the Sault's higher proportion of males in the 20-29 year age group of 1941, and in the 20 to 39 year age groups of 1951 and 1956, are indicative of migration to an industrial community, seeking job opportunities at relatively higher wage rates. That many of this group are unmarried may be noted from the fact that the corresponding female age groups do not exceed provincial and national ratios to the same extent.

The increasing proportion of the population in the "over 65" age groups, is a sign of maturity of the Sault Ste. Marie community, and indicates that its status as a "frontier town" is fast disappearing. While the increases on both the provincial and national scale are perhaps indicative of the recent advances in medical

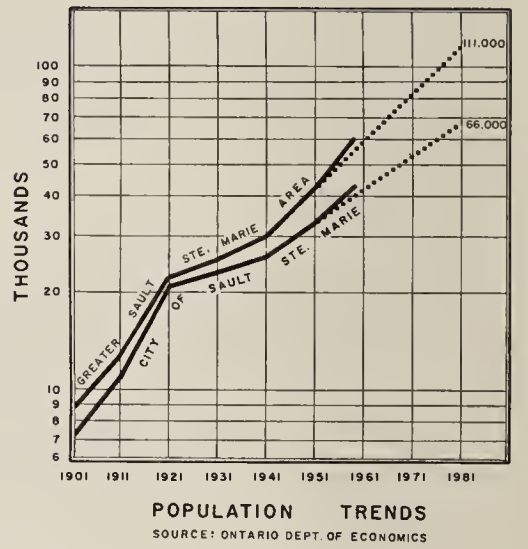


PLATE 10

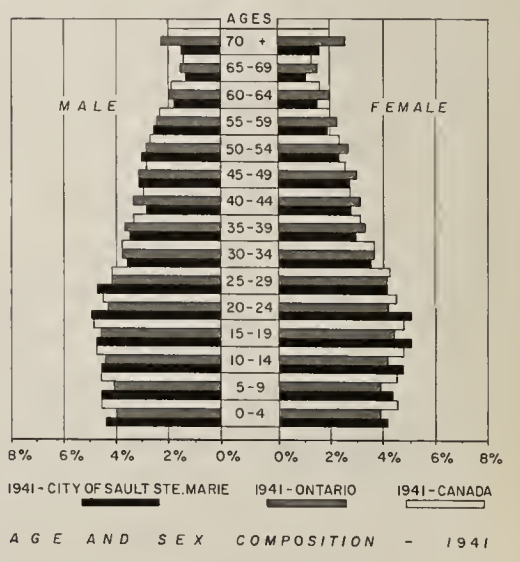


PLATE 11

science, and hence in life expectancy, the Sault's rate of increase in the magnitude of this group far exceeds this pace. It is no longer solely a young person's community; it is a place to work and, eventually, to retire, a place for all age groups.

SEX COMPOSITION (Plates 11, 12 and 13)

As may be observed from the above tables, Sault Ste. Marie has experienced a negligible change. From a composition of 51.7% male and 48.3% female in 1941 and 1951, the 1956 census showed 51.6% male and 48.4% female. This could also be expressed as 107 males for each 100 females in 1941 and 1951, and 106.7 males for each 100 females in 1956.

Compared to Sault Ste. Marie, Ontario had 103.8 males for each 100 females in 1941, but only 101.2 in 1951 and 1956.

Canada recorded 104.5 males per 100 females in 1941, dropping to 101.6 in 1951 and increasing to 102.8 in 1956.

Thus, during the decade and a half, from 1941 to 1956, sex composition in Sault Ste. Marie has remained constant, with slightly more men than women, and with a very slightly higher proportion of males than that of the Province or the Dominion.

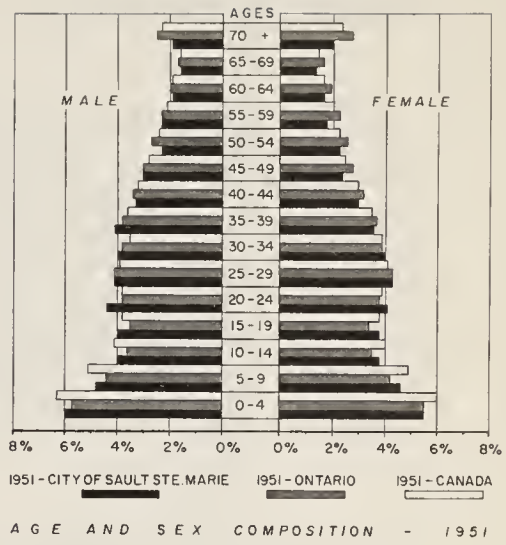


PLATE 12

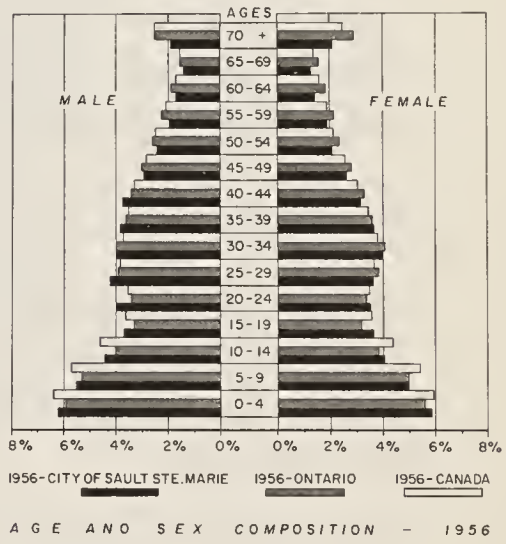


PLATE 13

FUNCTIONAL GROUPS

Plate 14 shows the population of the City of Sault Ste. Marie since 1941, divided into the four basic functional age groups, as follows:

0 – 4 years old	The pre-school group
5 – 19 years old	The school ages
20 – 64 years old	The working ages (also marriageable ages)
65 years and over	The retired age group

A comparison of the City of Sault Ste. Marie with the provincial and national averages indicates that its population is somewhat younger than the provincial average. In 1951 school age children (ages 5 to 19 years) accounted for 25% of the city's population, whereas the provincial average for this age group was 22.7%.

It is generally true that in most of the industrial centres the age composition of the population does not correspond to that of the country as a whole. This originates from the employment opportunities and their permanent character, from the relative lack of low rental housing accommodation for large families, and from the availability of better rental facilities for unmarried adults. In Greater Sault Ste. Marie area this may be noted particularly in comparing the school age and working age population with the national averages.

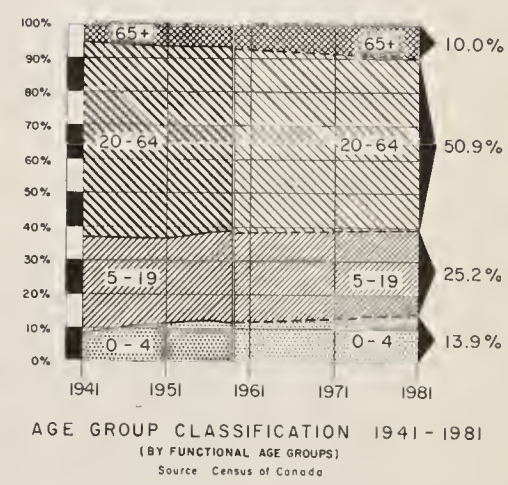


PLATE 14

RACIAL ORIGIN (Plate 15)

The 1951 census of Canada shows that the majority (55.4%) of the population were of British stock. Next came the Italians, with 13.4%, closely followed by the French, with 12.7%. These groups preceded those of Slavic descent, and those claiming Scandinavian ancestry. Between 1941 and 1951, while maintaining their same respective position, both the British and Italian groups recorded an increase in number but grew at a lesser rate than the total population, resulting in a gradually reduced share of the gross number.

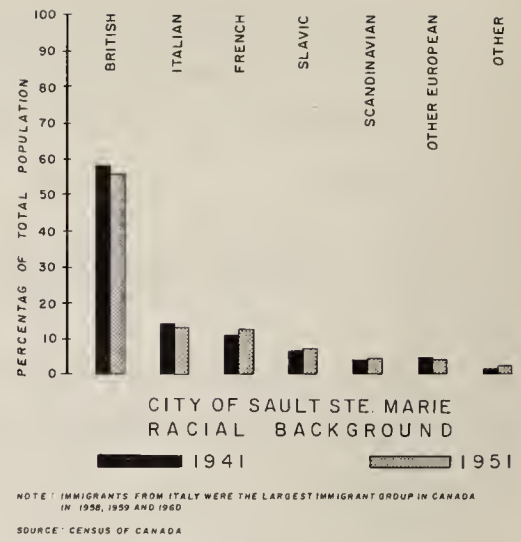


PLATE 15

RELIGIOUS AFFILIATION 1941–1951 (Plate 16)

A projection of the religious affiliation of the 1980 population permits both the planning of adequate facilities for public worship, and, because of our dual school system, the apportionment of public and separate school facilities within the planning period. Plate 16 shows the total population of the various religious groups in the present Planning Area. The Roman and Ukranian Catholic denominations, the two groups who support the separate school system in Sault Ste. Marie, make up about 35% of the population.

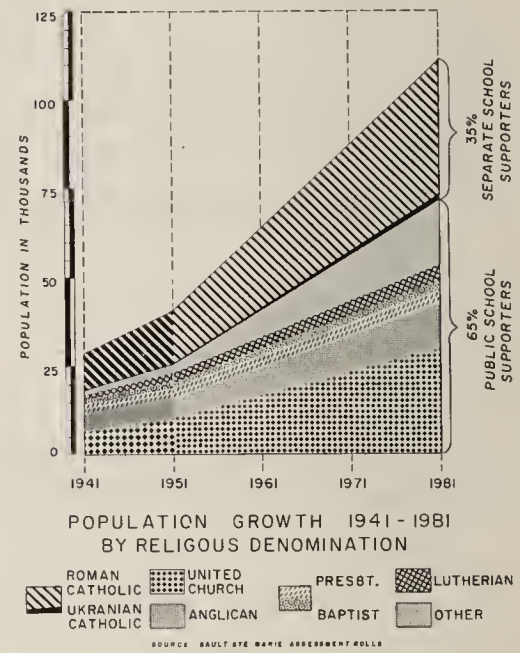


PLATE 16

DISTRIBUTION

The key issue and the focal point of interest in formulating the plan must be the people and their needs. It is for this reason that the distribution of population plays perhaps the greatest role in establishing the disposition of land uses and other requirements.

Plate 18 presents the details of the pattern of the population distribution in 1959. The heaviest concentration is in District No. 9. This is practically the central urban core.

It is significant to note that within the city a large number of people live adjacent, or close to industrial areas and railway tracks, due to the availability of public services and facilities.

On the other hand, to the east and north-east, particularly in Districts 2, 3, 5 and 6, there are still sizeable pockets of vacant residential lands available. In the townships, population is distributed unevenly in Districts 4, 6, 8, 11 and 12.

PLATE 17

POPULATION DENSITIES (Plate 19, page 30)

In Greater Sault Ste. Marie, the highest gross density is 15 persons per acre in District No. 9. It gradually decreases in Districts 1 and 7, in which the gross density is about 12 persons per acre, and further drops from 7 to 3 persons per acre in Districts 2, 3, 4, 5 and 6 in the east. To the west the density reduces from 12 persons per acre in District 11, to 5 persons per acre in Districts 8 and 12.

PLATE 18 1959 POPULATION DISTRIBUTION

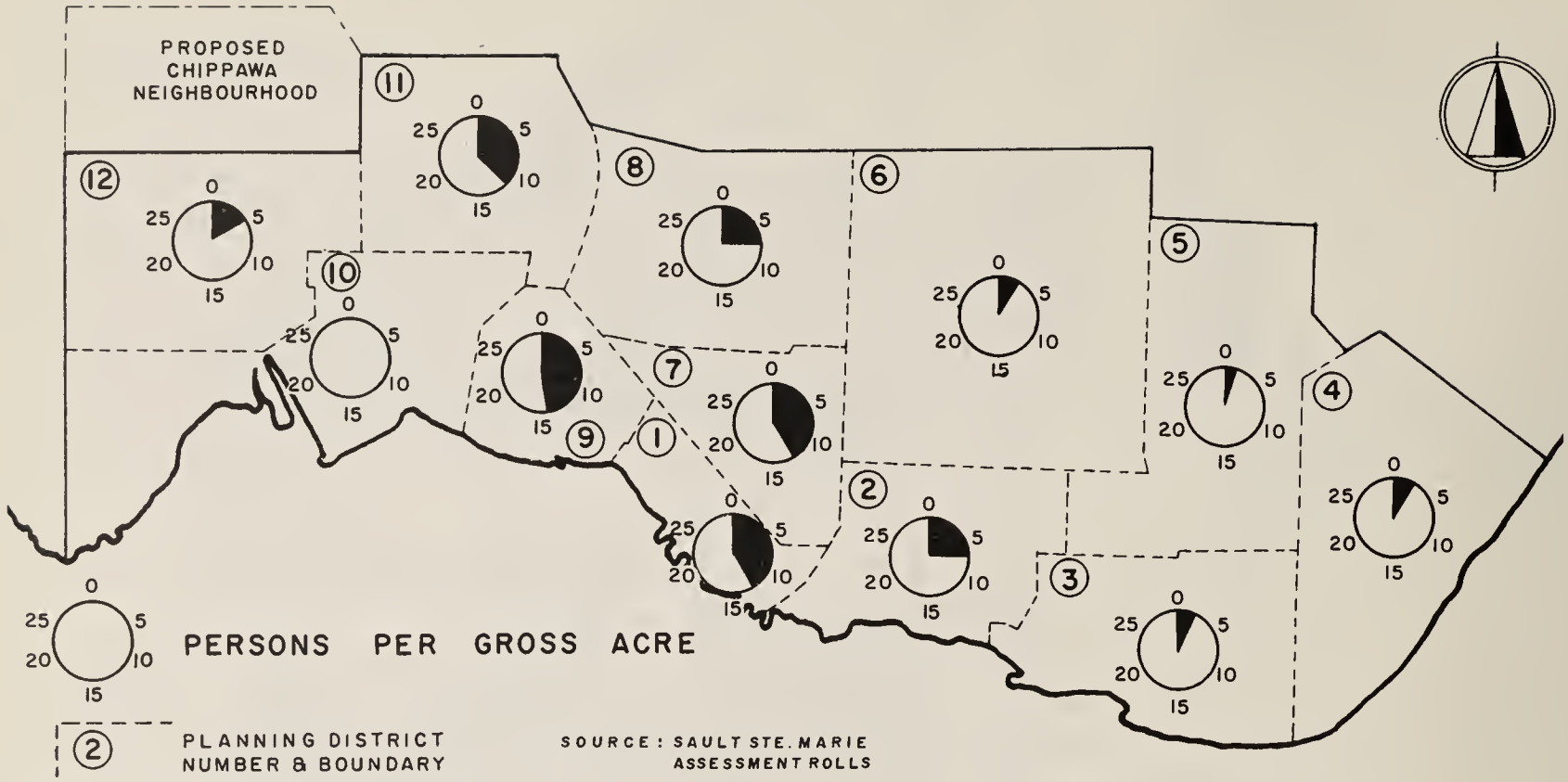


PLATE 19 1959 POPULATION DENSITY

POPULATION FORECAST

A number of agencies have undertaken estimates for future population for the years 1971 and 1976. It is significant to note that although 5 different methods were used, the conslusions reached for 1976 are practically identical.

By applying the rates of growth used in each estimate, we included also the anticipated population for 1980.

The following are the forecasts for 1971, 1976 and 1980:

The above figures are not predictions of specific future population under controlled conditions, but are a forecast derived from a set of basic assumptions and are therefore subject to revisions as further evaluation of the assumptions may be required.

Analysis of the composition of the city's population indicates four major groups; age, religious, racial and ethnic origin. Separate forecasts have been made for each of these.

AGE COMPOSITION

The population of the Province, the Dominion, and particularly Sault Ste. Marie, cannot help but increase. Those born in the late depression and early World War II years reached marriageable age in 1959-61, and the proportionately larger, younger age groups are close behind, with the immediate postwar children of 1945 reaching marriageable age in 1965-66. The largest 1956 age group, the 0-4 year olds, will reach marriageable age in 1971-1976, and their children will enter the school system in 1976 to 1981.

It is considered, therefore, that despite the effects of any possible reversal in our economy – be it recession or depression – the great magnitude of the present population due to enter the marriageable ages within the next two decades, must

TABLE 6 Population Projections by various Agencies.

	1971	1976	1980
1. Ontario Dept. of Economics (Ontario Economic & Social Aspects, 1961, page 256, printed report)	72,000	88,000	104,500*
2. Ontario Hospital Services Commission (Memo. July 1959) an average of proposed growth based on: 1911–1956 rate, 1951–1956 ", 1953–1958 "	83,000	99,000	110,800*
3. Dept of Economics, Province of Ontario (population projections for the economic regions, counties and urban areas of Ontario 1956-1976, September 1957, page 37) mimeographed report	83,000	99,000	110,800*
4. Town Planning Consultants Limited. The Greater Sault Ste. Marie Plan – Abbreviated Report, September 1960 (based on 1951 and 1959 trend arithmetic calculation)		99,500	111,000
5. Town Planning Consultants Limited. Estimate of population 1961, based on: Urban population as 0.938% of Province of Dntario population	74,000	84,200	92,500

* Projections extended by Town Planning Consultants Ltd.

TABLE 7 Population Projections–1980–Greater Sault Ste. Marie (Based on 1951 – 1959 trend)

	City	Korah	Tarentorus	Total
1951	32,452	4,618	3,420	40,490
1956	37,329	7,258	6,117	50,704
1959	41,343	9,181	8,926	59,450
1976	60,500	18,666	20,350	99,516
1980	66,135	21,456	23,710	111,301
1951/56 % increase	15.0	57.2	78.4	25.2
1951/59 % increase	27.4	77.0	160.9	45.0
1959/80 % increase	60.0	133.7	165.6	87.2

result in a rate of population growth at least as high as has been experienced in the last decade.

Plate 14 (page 27) shows the gradual change evident in the Sault since 1941, and, assuming this trend continued, indicates the proportionate age group classifications in 1980-81.

This shows a continued increasing share of the population in the pre-school and retired age groups. While there will be a great absolute increase in the other two groups, their rate of growth will not be as great, resulting in a slightly smaller proportion of the total population.

As the city continues to expand beyond its present borders, the enlarged community will continue to exhibit urban characteristics. It is for this reason that the projection of its characteristic trends are based on the city alone, rather than on the entire area, which is still partly non-urban in character.

RACIAL ORIGIN (Plate 15)

Based on the 1941-51 trends, it is indicated that by 1980, those of British descent will still be the largest group, but will represent only 49% of the total population. Although there is no official data available on the increase in population of any ethnic group for the period 1951-1961, it is very probable that the large immigration from Italy to Canada and Ontario had an impact on Greater Sault Ste. Marie due to the attraction of the already established Italians.

For this reason we assume that those claiming Italian origin by 1980 will be again the next largest group, about 21,000 or 19% of the population, followed by the French, Slavic and Scandinavian groups.

It must also be recognized that some ethnic groups, for their mutual benefit and self recognition, tend to group themselves more than others. The Italians are among the leaders in this sphere, and, as a result often exert a more unified, and hence stronger influence on their community than their mere numbers would suggest.

RELIGIOUS AFFILIATION

Plate 16 (page 28) indicates the projected distribution of the future population by religious affiliation. It should be noted that the Roman and Ukranian Catholics, the two denominations which support the separate schools in Sault Ste. Marie, will make up approximately 35% of the total population in 1980-81, the same proportion as in 1956.

Thus, we may assume that the proportionate distribution of pupils in the public and separate school systems of 1980 will be the same as at present.

POPULATION DISTRIBUTION AND DENSITY – 1980 (Plates 20 & 21)

The determination of future population distribution is the practical implementation of the results of the various studies and forecasts of population growth and characteristics. While community wide totals are indicative of total size, it is the provision of specific space for their various activities, living, working, shopping, recreation and service, which determines the basic character of the ultimate community and forms the foundation upon which the urban structure will be built or rebuilt. The components of this structure are many, and include all aspects of services and living, from underground sewers to overhead wires, from the obstetrics department of the hospital to the cemetery, and from the quietude of the park to the buzz of the business district and the roar of the blast furnaces.

While the population distribution deals specifically with the size and character of residential land use, its aspects must be completely related to work, shopping, service and play areas, to create the amenities of a desirable community environment.

Table 8 indicates the 1959 and 1980 population of the urban community by planning districts and their respective gross densities.

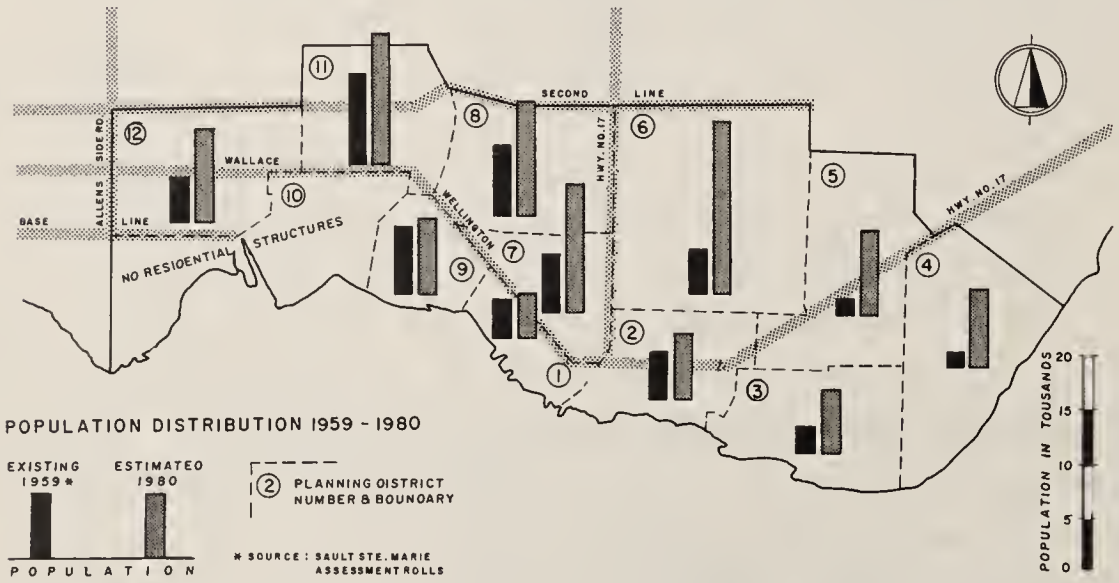


PLATE 20

TABLE 8

Planning District	1959 Population Distribution	1959 Gross Density (persons/acre)	1980 Population Distribution	1980 Gross Density (persons/acre)
1	3,805	12.6	4,200	13.9
2	4,775	8.3	6,500	11.3
3	2,583	3.4	5,900	7.8
4	1,596	1.8	7,100	7.9
5	1,805	1.7	8,000	7.7
6	4,133	2.6	16,000	10.0
7	5,526	12.6	12,000	27.3
8	6,738	7.6	10,800	12.2
9	6,344	14.8	7,000	16.3
10		industrial area		
11	8,693	11.5	12,200	16.2
12	4,284	5.0	8,700	10.2
Chippawa Community			4,600	7.0
Total	50,282		103,000	

The next population increase anticipated in the various planning districts of the urban community is shown graphically on Plate 20, and their resulting gross densities on Plate 21. The largest net increases will be in districts 4, 5 and 6, which are largely vacant but strongly committed to residential development throughout their entire areas. A large increase will be experienced in planning district No. 7. This will be the result of both filling of vacant lands and conversion to multiple occupancy structures.

District No. 7 will join with the residential portion of Districts No. 1 and 9 to form the high density residential portion of the central core of the overall community.

It should be noted when considering the planned gross densities in the urban core, that while District No. 7 will be predominantly residential, Districts No. 1 and 9 will contain substantial acreages in other uses. Thus the gross residential densities of Districts 1 and 9 will be between 30 and 40 persons per acre.

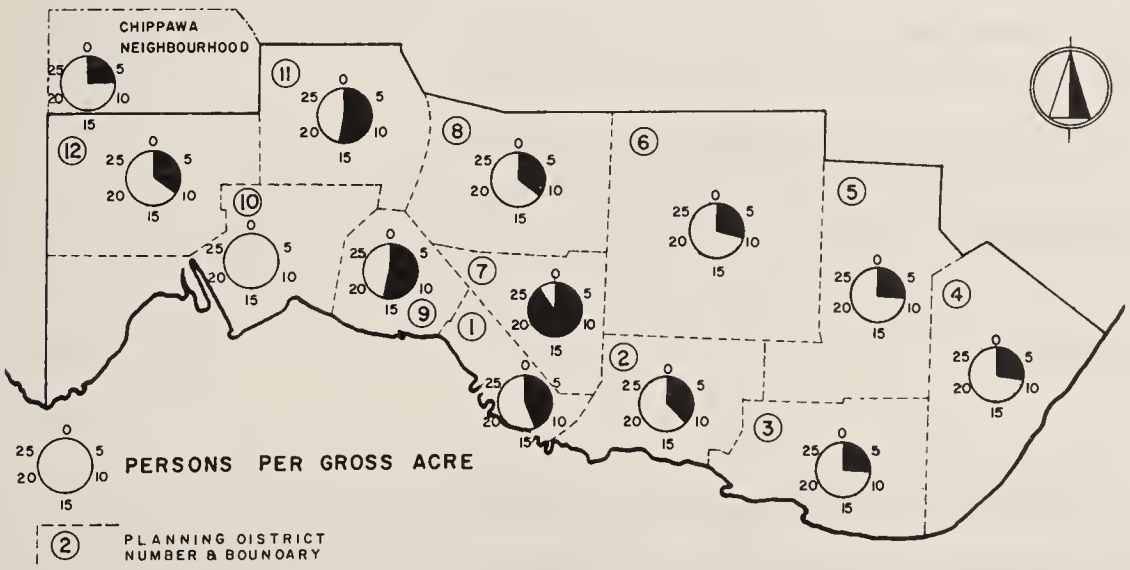


PLATE 21

10. THE ECONOMY

EXISTING CONDITIONS

LEVEL OF WELLBEING

The ability of Sault Ste. Marie to provide community facilities and services depends on its general course of economic development. The total personal disposable income of its residents reached $85,300,000 in 1960, representing $2,020 per capita -- 43% higher than the national average of $1,410.[1]

The average income per wage earner in the Sault was $4,755, compared to $4,517 in Sudbury, $4,405 in Hamilton, and $4,112 for Canada as a whole.[2] (1959)

This high income rate is a reflection of the economic function of the area, derived from the following:

PRIMARY SECTOR OF ECONOMY

PRODUCTION OF RAW MATERIALS

In the primary sector of its regional economy, the major roles in the production of raw materials belong in the mining of iron ore, and in logging. Although large acreages of land are dedicated to farming, as an economic factor it is insignificant.

SECONDARY SECTOR OF ECONOMY

MANUFACTURING

The production of raw materials within easy access permits the shifting of major employment to the secondary sectors of the economy, to manufacturing and processing of these raw materials, for national and international consumption. Manufacturing is represented mainly by the steel, pulp and paper industries.

TERTIARY SECTOR OF ECONOMY

INTERNAL BUSINESS AND CONSUMER SERVICING

The tertiary sector of the local economy also represents a strong outlet for employment. It consists of a large variety of services required by other sectors of the economy, or directly by the consumers. Leading non-manufacturing categories are finance, insurance and real estate, retail trade, professional services, contract construction, trucking, and railway transport and storage of goods.

MAJOR MANUFACTURING INDUSTRIES

THE STEEL INDUSTRY

Algoma Steel Corporation Ltd. is Greater Sault Ste. Marie's largest industrial concern. In 1959 it employed approximately 7,000 persons, or 37% of the local labour force. The last Dominion Census (1951) revealed that employment in the

Sources:
1. Survey of Markets 1960, published by The Financial Post.
2. Taxation Statistics 1959, published by the Dept. of National Revenue.

Sault Ste. Marie plants accounted for 21% of the persons engaged in the production of primary iron and steel in Ontario.

The "Algoma" mills are Canada's largest producers of pig iron, with an annual capacity of 1.6 million tons, and rank second in Canada for steel producing capacity – 1.6 million tons. In steel production, the third and fourth ranking concerns combined, have a capacity only a little larger than that of Algoma Steel Corporation Ltd. It's diversified holdings include, through wholly owned subsidiary companies, a number of smelters, a sintering plant, limestone quarries, collieries and transport facilities.

STEEL CONSUMPTION AND NATIONAL GROWTH

Since steel is the most commonly used product of our civilization, its consumption normally tends to vary in proportion to our national growth. It is one of the phenomena of the last five years that the metals processing industry has not been growing in direct proportion to the national growth. Its rate of climb is appreciably below that of general manufacturing, which has, in turn been reduced somewhat by the extraordinary growth in the service industries.

The steel industry in Canada, and "Algoma," in particular, has benefited from the ability to supply an ever increasing percentage of the total steel used in Canada. In 1951, only 66% of steel consumed in Canada was made here. Since that time, however, products formerly imported, viz, steel sheets of many types, skelp, wide plates and wide flange beams, have been made increasingly in Canada, to the extent that currently, the Canadian steel industry makes 85% to 87% of Canada's needs.

The last big item of imports remaining is structural steel, and "Algoma's" new wide flange beam mill, completed early in 1961 is quickly reducing this item. It is expected that steel industry growth will proceed, at a lower rate of growth, during the next five years, than it has during the last five. (Table 9)

However if as suggested in the report of the Royal Commission on Canada's Economic Prospects (1957)*, Canada's population increases by 56% between 1956 and 1980, this growth, within the confines of two and a half decades, will require a fairly large expansion within the steel industry to meet national requirements alone.

The course of economic growth in Canada as a whole, has in the past set the overall pace of economic development in the area of Greater Sault Ste. Marie. Since this relationship between the national and local economy is expected to continue in the future, any forecast must be based on an analysis of anticipated economic trends.

MINING

In Algoma's mining operations, it is significant to note that three additional levels have been prepared for production at the Helen Mine at Michipicoten. It has been estimated that this development, along with the open pit at the Sir James Mine, will provide ore until 1976 at the current rate of extraction.[1]

TABLE 9

Year	Net Steel Consumption in Canada N.T.	Produced in Canada N.T.
1955	4,371,388	3,241,931
1956	6,261,409*	4,065,240
1957	5,160,706*	3,648,778
1958	4,123,415	3,144,934
1959	5,215,588	4,296,156
1960	4,638,104	3,793,081

NOTE: * 1956 and 1957 consumption was influenced by large amounts of large diameter pipe imported for the Trans-Canada Gas Pipe Line.

Source: Algoma Steel Corporation Ltd.

TABLE 9a

	Employees	Land Used (Acres)
Mannesmann Tube Co. Ltd.	600	31
Dominion Bridge Co. Ltd.	200	11
Imperial Steel Construction Ltd.	82	6
Soo Foundry & Machine Co. Ltd.	62	1.6
S.D. Adams Welded Products Ltd.	17	3.5

Source

* see Bibliography

1. Annual Report – 1959, Algoma Steel Corporation Ltd.

ALLIED INDUSTRIES TO STEEL INDUSTRY (Table 9)

The operation of Algoma Steel Corporation Ltd. attracted a number of manufacturing plants, which rely on the steel industry for their primary materials.

FOREST PRODUCTS INDUSTRY

The processing and trade of forest products provides employment for about 1,340 persons, or 13.5% of the manufacturing labour force. The major products of the industry are pulp, paper and lumber.

Its local production represents approximately 8% of the total output for the Province of Ontario, and 2% for the whole of Canada.

THE PAPER AND PULP INDUSTRY

In Sault Ste. Marie the Abitibi Power & Paper Co. Ltd. operates a mill and research laboratory. The gross value of its products rose steadily between 1950 and 1956 from $10 million to $15 million, the same level being maintained in 1957 and 1959, with a slight reduction in 1958.

It is the second largest single employer in the area with a labour force of 671 in 1960. Its annual payroll increased from $3.25 millions in 1950 to $5.2 millions in 1959. Thus, in addition to purchases in the area, its contribution to the local economy was $100,000 per week. [1]

Table 9b indicates the magnitude of the expansion and replacement program of Abitibi Power and Paper Company Limited, in their Sault Ste. Marie mills, since the war. To the end of 1960, this totalled nearly $11 millions.

From the point of view of municipal economics, its properties represented a total assessment value in 1958 of $5,734,275, producing in municipal taxes about $188,000 at a mill rate of 32.8. [2]

Its operations cover an area of 224 acres, with an additional 385 acres held in reserve for future expansion.

LUMBER INDUSTRY

Rough and semi-finished sawn lumber was, for many years, the principal product of the forests in the regional area. However, intense competition from British Columbia, particularly in the fir and plywood fields, has forced the lumber industry to increase automation of its operations and the utilization of its sawmill waste by the development of particle boards and hardboard.

Between 1949 and 1955 the number of sawmills in northeastern Ontario declined from 388 to 245, or by 26.8%, while the number of employees reduced from 3,532 to 2,510, or 28.9%. During this period the net value of products of this industry showed a modest 8.5% increase, from $12,137,000 to $13,169,000. [3]

The largest firm in the lumber field is Roddis Lumber & Veneer Co. of Canada Ltd., employing 487 persons in its Township of Korah plant and occupying 75 acres of land. A further 17 acres are being held in reserve for future expansion. [4]

TABLE 9b

CAPITAL EXPANSION AND REPLACEMENT PROGRAM
ABITIBI POWER AND PAPER COMPANY,
SAULT STE. MARIE MILLS.

Year	Replacement ($ Millions)	Expansion ($ Millions)
1947	0.03	0.22
1948	0.03	0.08
1949	0.10	0.18
1950	0.04	0.15
1951	0.02	0.18
1952	0.36	0.50
1953	0.87	0.97
1954	0.72	0.91
1955	0.47	0.61
1956	0.49	0.96
1957	0.10	0.25
1958	0.40	0.59
1959	0.33	0.75
1960	0.15	0.33
	$ 4.11 millions	$ 6.69 millions

Source: Abitibi Power and Paper Company Limited

Source:

1. Letter, January 5, 1960 – Abitibi Power & Paper Co. Ltd.
2. Assessment Dept., City of Sault Ste. Marie
   Summary of Assessments – Abitibi Power & Paper Co. Ltd.
3. The Northeastern Ontario Region Economic Survey – 1958
4. Assessment Dept., Sault Ste. Marie, Korah & Tarentorus – 1960

WAREHOUSING AND STORAGE INDUSTRY

At the present time the community is served by 5 warehouses, 5 oil depots, 4 coal dealers, 10 retail and 9 wholesale lumber yards, and a number of sand and gravel operations, including the large storage and distribution centre of the A.B. McLean & Sons Limited on the riverfront.

WHOLESALE TRADE (Plate 4, Page 8 – The Marketing Area)

During the past 25 years the pattern of wholesale trade within Greater Sault Ste. Marie and its region has undergone major changes. In 1935 the region extended north along the Algoma Central Railroad to Hearst, and beyond this point westward along the more northerly Canadian National Railway main line. From Oba it extended west to Hornepayne, and east to Foleyet. Also, in the trading area were the whole of Manitoulin Island, and the north shore of Lake Huron, as far east as Massey. [1]

With trucking taking over much of the transport business, the Sault's wholesale trading area is considerably reduced. It now extends only to beyond Hawk Junction, on the ACR line to the north, and eastward to Blind River. One of the chief contributing factors to this has been competition from Sudbury, which between 1941 and 1951 recorded an almost 300% increase in the wholesale trading business, from $13,328,000 to $52,628,000. [2]

It is expected, however, that completion of the Trans-Canada Highway along the north shore of Lake Superior will again extend this area, at least as far as White River.

Although overshadowed by the size of wholesale operations in Sudbury, the value of goods handled by the wholesale distributors of Greater Sault Ste. Marie, increased during the period of 1941-1951 by 300%, from $6,774,000 to nearly $29 million. It is estimated that for the period of 1951-1961 there has been a further 110% increase.

RETAIL TRADE

Unlike wholesale operations which extend over a broad area, the major tributary area to the retail trade is the community of Greater Sault Ste. Marie. Table 10 indicates the number of retail stores and the increase in total sales from 1931 to 1959. [2]

With retail sales per capita increasing to $1,067 (table 11), the anticipated 1980 population of 111,300 will produce retail sales of $118,800,000 (in 1949 Dollars). This represents in 1959 dollar value over $150,000,000 or 2.3 times the 1959 sales.

TOURIST TRADE

Sault Ste. Marie is the gateway to the Ontario northland, which provides innumerable opportunities for recreational activities. In spite of limited trans-

TABLE 10

	1931	1941	1951	1959
Number of Stores	357	339	395	438[3]
Total Retail Sales	$9,885,000	$13,141,800	$36,547,000	$65.0 mill.[5]

Table 11 illustrates the ratio of total retail sales to the population of the Greater Sault Ste. Marie community. It indicates a 16% increase in annual retail business per capita from 1941 to 1951. This is shown in 1949 dollar value, eliminating from the comparison inflationary price increases during that period. Between 1951-59, business per capita increased by a small amount.

TABLE 11 [2&4]

	1931	1941	1951	1959
Total Retail Sales	$9.88 mil.	$13.14 mil.	$36.55 mil.	$65.0 mil.
Population – Greater Sault Ste. Marie	25,535	29,768	40,779	59,987
Retail Sales per Capita	$387	$442	$897	$1,085
(in 1949 $ value)		$635	$789	$857

Sources:

1. "Sault Ste. Marie, Michigan and Ontario" by R. Whitaker
2. Northeastern Ontario Region Economic Survey – 1958
3. Sault Ste. Marie & Suburban Area Planning Board
4. Survey of Markets 1960 – The Financial Post
5. Sault Daily Star – 17 Nov. 1961.

portation facilities and hotel accommodation, tourists for many years have visited this area. In 1958, 870,000 tourists passed through Greater Sault Ste. Marie, 57% of which were from the United States. In August 1961, 130,670 persons crossed the international border at Sault Ste. Marie, an all time record month.

TOURIST INTERESTS

A survey conducted by the Chamber of Commerce during the summer of 1958 indicated that of 25,000 parties interviewed, fishing claimed the interest of 53%, sightseeing 30%, city visiting 14.5% and resort relaxation 1.5%.

The sizeable number of visitors was undoubtedly influenced by the opening of the new bridge across the Mackinac Straits in 1957, 50 miles from Sault Ste. Marie, replacing the former ferry service. A further increase may be expected when the ferries plying the St. Mary River are replaced by the International Bridge, now under construction, and the recently completed Lake Superior Route of the Trans-Canada Highway which has already recorded a 300% increase in motor vehicle traffic.

POTENTIALITIES

Greater Sault Ste. Marie is now the point of departure by air, road and rail for excursions through the area, e.g. the day long trip to Agawa Canyon which is operated during summer months by the Algoma Central Railway; to historic sites such as St. Joseph's Island, and to the interior wilderness where the Lake Superior National Park (now fully accessible via the Trans-Canada Highway and the Algoma Central Railway) is scheduled for future development under provincial auspices.

It is also significant to note that the Chapleau Game Preserve covers some 1,800,000 acres, providing additional tourist attractions. Other places of interest which are easily accessible and within a 10 mile radius of the city centre, include the magnificent setting of the Lake Superior Shore at Gros Cap, Pointe aux Chênes, the Provincial Fish Hatchery in Tarentorus Township, and a large number of small lakes throughout the area.

IMPACT ON LOCAL ECONOMY

While it is impossible to estimate the actual sums spent by tourists in the city itself, or for that matter in the region, it is nevertheless reasonable to expect a substantial sum will be left behind by the 870,000 tourists referred to earlier. The Sault Ste. Marie Chamber of Commerce estimates that each tourist party vacationing in Ontario spends $169. It is obvious that its business community eventually benefits whether tourist money is spent directly in Sault stores or in the region.

Since the area is too far from major population centres for weekend commuting, the number of summer cottagers will be negligible.

However, by developing resort type settlements for specific activities throughout the year a considerable increase in the number of tourists for longer visits can be expected.

Fishing, camping, boating, canoeing and water sports could be exploited in the late spring and summer; deer, moose and small game hunting in the autumn, and skiing and other sports in the winter. In fact, recreation could be a year-round activity in the area, except for the few weeks of the early spring during the "break-up".

Presently the city itself has few tourist attractions other than the river and locks, but is a convenient stopping place for rest, provisions and general shopping.

EXISTING FACILITIES

When one compares the extent of tourist traffic passing through the Sault with the amount of tourist accommodation available, it will be realized that the area is not yet in a position to attempt the attraction of tourists in keeping with the potential of the area. The 1960 report of the Ontario Department of Travel and Publicity records 1053 rental units in 100 tourist establishments, and 2,456 units in outfitters camps in the whole Sault Ste. Marie District, which includes all of Algoma, Manitoulin Island, and the western part of the Sudbury District.

EMPLOYMENT AND LABOUR FORCE

In 1951 the total labour force in all industries was 13,315[1]. Table 12 shows the number and percentage of distribution in the various sectors of the local economy.

In 1959[2] the total labour force increased to 19,878, being 33.4% of the population, with an employment in manufacturing of 10,674 or 53.7% of the labour force.

In 1960[3] the major industries alone employed 11,100 persons, of which manufacturing represented 9,984 persons.

TABLE 12 LABOUR FORCE 1951 (DBS)

Primary Sector		
Forestry and Logging	126	0.9%
Mining	44	0.3%
Agriculture	24	0.2%
Fishing and Trapping	14	0.1%
Secondary Sector		
Manufacturing	6,685	50.2%
Tertiary Sector		
Service	2,170	16.3%
Trade (wholesale and retail)	1,758	13.3%
Transport, Storage & Communications	1,187	8.9%
Construction	803	6.0%
Finance, Insurance & Real Estate	252	1.9%
Electricity, Water & Gas	141	1.1%
Unclassified	111	0.8%
Total, all industries	13,315	100.0%

THE ECONOMY OF THE FUTURE

BASIS OF ESTIMATES

The projections indicated in this section form a basis upon which future potentials and needs may be anticipated. The various projections should not be considered as exact forecasts, but merely as "best estimates". In general terms, they are based on the concept expressed by the report of the Royal Commission on Canada's Economic Prospects, dealing with the future of "Mining and Mineral Processing", "Secondary Manufacturing Industry", and "Service Industries".

NATURE OF FUTURE ECONOMY

Since the principal exports of the community are in the base metal, wood and paper fields, the national expansion predicted for Canada ensures a ready, continuing and expanding market for its products, and its guaranteed share of our national economic growth. Consequently, the strength and stability of its economy may be expected to remain on its high level.

Source:
1. Census data 1951 (Table 17-61)
2. Sault Ste. Marie & Suburban Area Planning Board (July 5, 1960)
3. Assessment Depts: City and Townships (March 30, 1960)

EMPLOYMENT

It is assumed that the labour force will continue to represent 33.4% of the total population.

In the primary sector of the economy, mining, agriculture, forestry, fishing and trapping employment will probably record no increase.

It is estimated that the total labour force will be approximately 37,000 persons and that in "primary manufacturing" the labour force will increase to 9,600 persons by 1980. This is based on the projection for "primary manufacturing" by the Royal Commission on Canada's Economic Prospects. The balance of the work force was estimated in relation to the relative classifications in the other "urban type" employment groups of the same study.

Plate 22 and Table 13 show the numerical and percentage distribution of the labour force by 1980. It should be specifically noted that manufacturing, while the largest employer, will employ only 43.7% of the labour force, compared to 53.7% in 1959. Employment in the tertiary sector of the economy will increase to 55.8% of the total labour force, compared to 44.8% in 1959.

EFFECT OF AUTOMATION

Changes in the various employment classifications will result from increased automation, and hence employee productivity. This will be reflected by growth in the service industry to meet the demands of a continuously increasing standard of living, and the servicing of more intricate, automatic industrial and commercial equipment.

GOVERNMENTAL EMPLOYMENT

There will also be an increase in employment within the agencies of all levels of government.

At the provincial level, the growth in population concentration will require an increase in administrative personnel, and in such fields as forest and wildlife management, highways, fiscal operations, etc.

At the federal level, the need will be for enlarged postal, immigration, enforcement and other services.

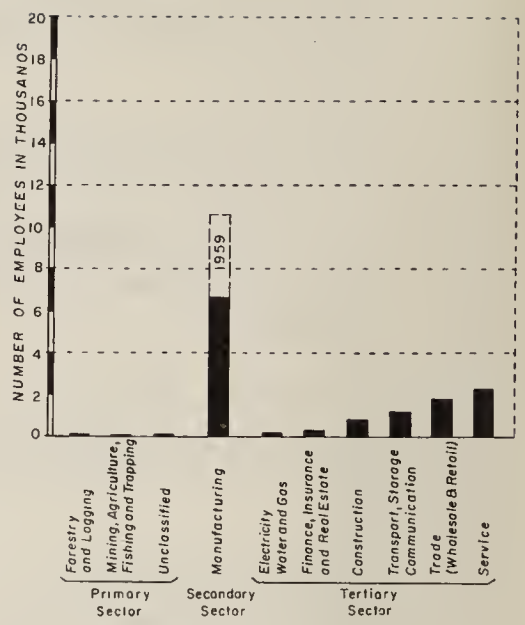
On the municipal scene, the replacement of blighted areas, housing services, transport, education, social and other services, will require larger employment.

The expansion in retail trade will stem from the increase in population and tourist trade.

NEW SOURCE OF REVENUE

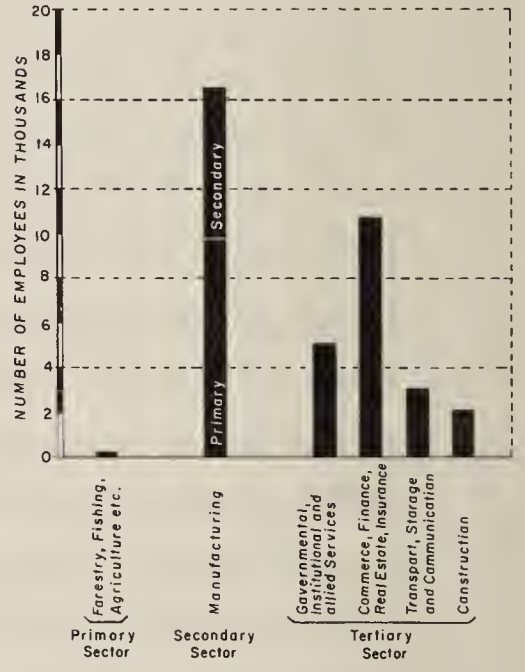
Unlike retail trade, whicn, while providing services merely effects a redistribution of local money, the tourist trade brings additional money into the community.

With the completion of the new International Bridge, the function of the area as the only port of entry within a 600 mile span of the American border, will be even more sharply marked.



EMPLOYMENT CLASSIFICATION
1951

PLATE 22a



EMPLOYMENT CLASSIFICATION
1980

PLATE 22b

TABLE 13 EMPLOYMENT CLASSIFICATION – 1980

Category	Number	Percentage
The Primary Sector		
Forestry, Fishing, Agriculture, etc.	200	0.5%
The Secondary Sector		
Manufacturing:		
Primary	9600)	43.7%
Secondary	6600)	
The Tertiary Sector		
Institutional, Governmental, and allied services	5000	13.5%
Commerce, Finance, Real Estate, Insurance, etc.	10600	28.4%
Transport, Storage and Communications	3000	8.2%
Construction	2100	5.7%
Total	37100	100.0%

Source: Urban Renewal Study, based on projections by the Royal Commission on Canada's Economic Prospects.

Assuming that the tourist flow through the city increases in direct proportion to passenger car traffic across the border, the annual influx will increase to 2,580,000 by 1980 as compared to the tourist "count" of 870,000 in 1958. If one quarter of the tourists represented by this increase make an overnight stop at Sault Ste. Marie, during the 119 day tourist season an additional 1800 motel and hotel units would be required, producing an estimated revenue of $3,500,000 per season.

THE GROWTH OF THE MUNICIPAL ECONOMY

Although by 1980 the urban area will occupy only 13.7% of Greater Sault Ste. Marie, its importance to municipal economy is represented by the fact that it will house 94% of the total future population, and will account for nearly all future employment.

The implementation of the various proposals submitted in the Urban Renewal section of this report and all others shown on the Comprehensive Area Plan, together with proposals to be put forward by M. M. Dillon & Company in their transportation and traffic study, will depend on the assessment values of the urban area in which most of the projects are located.

PAST TRENDS

An analysis of the total taxable assessment of the city and its population data between 1949 and 1958 indicates the following (Table 14).

the real estate assessment increased at an average annual rate of 5.27%;
the population of the city grew at an average annual rate of 3.38%
the per capita assessment increased at an average annual rate of 1.92%

Table 15 shows the total taxable Urban Real Estate Assessment for Sault Ste. Marie, Tarentorus and Korah in 1959, amounting to $148 million.

CONDITIONS OF FUTURE GROWTH

In estimating future growth it is assumed that:

the growth trends evident prior to re-assessment of the city will continue;
no major re-assessment will be carried out during the period of the projections;
the 1959 Real Estate Assessment of the urban area (93% of which lies within the city) will increase in accordance with city growth trends.

METHODS OF CALCULATION

By applying 5.27% of average annual rate of increase to the total Real Estate Assessment of the urban area, it will increase from $148 millions in 1959 to $436 millions by 1980.

By applying a 1.92% annual rate of increase to the per capita assessment of the urban area in 1959, it will increase from $2830 to $4310 by 1980.

CONCLUSIONS

Consequently, for the anticipated urban population of 103,000, it is estimated that the total Urban Real Estate assessment will be about $435 millions by 1980. Although the urban population will only double in the next 20 years, the urban real estate assessment will almost triple.

RELATION TO LOCAL ECONOMY

The impact of Algoma Steel Corporation Ltd. on the local economy is indicated by the fact that, in November 1960, its net wages and its local purchases amounted to $4,589,908, and during the first 11 months of that year it was $51,035,743.

In 1958 all the local properties of Algoma Steel Corporation Ltd. represented a total assessment of $27,209,726. This would result in municipal taxes of almost $900,000, at a mill rate of 32.81.

The company owns 2,097 acres of land in the city and the Township of Korah, of which 855 acres are currently in use, the balance being held in reserve for future expansion.

TABLE 14

CITY OF SAULT STE. MARIE

Year	Total Taxable Assessment	Population	Assess. cap
1949	$ 28,309,190	29,662	$ 945
1950	$ 29,219,086	30,650	$ 953
1951	$ 30,164,803	31,534	$ 956
1952	$ 31,483,109	32,325	$ 975
1953	$ 34,787,875	34,086	$1020
1954	$ 38,302,907	36,120	$1060
1955	$ 39,366,182	35,722	$1100
1956	$ 40,366,632	36,222	$1110
1957	$ 42,270,092	38,426	$1100
1958	$ 44,994,926	39,958	$1130
1959*	$139,516,583	40,558	$3435
1960*	$146,773,442	41,343	$3550
1961*	$150,417,343	42,356	$3550

* Note: A complete re-assessment of the city was carried out and applied, for the first time, in 1959.

Assessment: Rate of Growth		Population: Rate of Growth	
1949-58	5.27%	1949-58	3.38%
1959-61	4.0%	1959-61	2.0%

Assessment per capita: Rate of Growth
1949-58: 1.92% 1959-61 1.5%

Sources: Municipal Directories: 1949 to 1961.
Dept. of Municipal Affairs.

TABLE 15

URBAN REAL ESTATE ASSESSMENT – 1959
GREATER SAULT STE. MARIE

	Sault Ste. Marie	Tarentorus	Korah	Total
Residential	$ 60,359,182 43.5%	$3,424,764 88.1%	$3,884,590 72.3%	$ 67,668,536 45.6%
Professional & Commercial	$ 28,915,583 20.8%	$ 462,399 11.9%	$ 158,295 2.9%	$ 29,536,277 20.0%
Manufacturing & Industrial	$ 49,060,843 35.4%	$ ---- ----	$1,331,925 24.8%	$ 50,392,768 34.1%
Utilities	$ 403,215 0.3%	$ ---- ----	$ ---- ----	$ 403,215 0.3%
Total	$138,738,823	$3,887,163	$5,374,810	$148,000,796

Total Urban
Population – Greater Sault Ste. Marie – 1959 = 50,282

Total Assessment per capita = $2830

Sources:
Clerk's General Returns – 1959 – for Sault Ste. Marie, Tarentorus and Korah

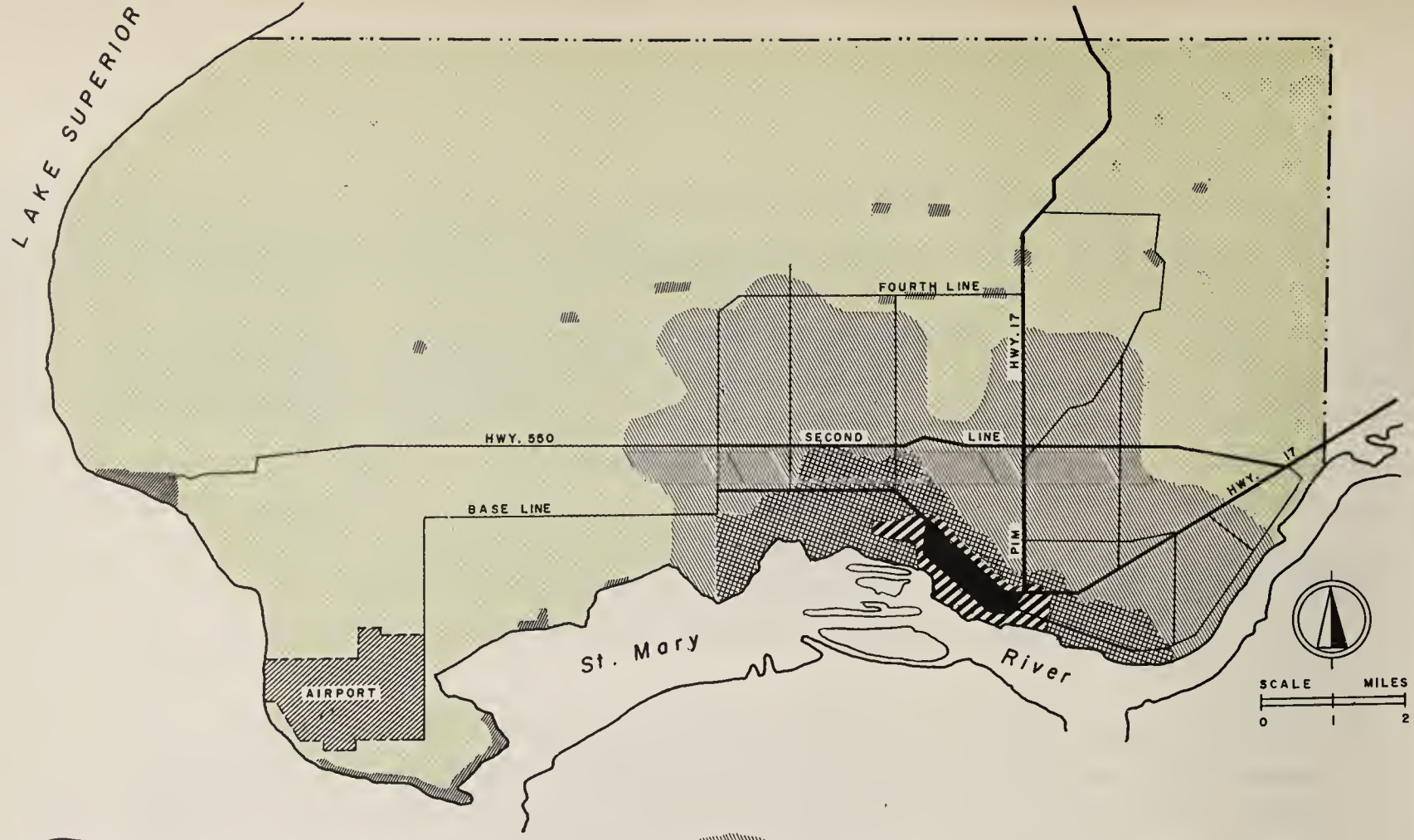


PLATE 23 THE STRUCTURE OF THE COMMUNITY

PLATE 24 THE EXISTING URBAN AREA

11. EXISTING LAND USE

THE STRUCTURE OF THE COMMUNITY (Plate 23)

Greater Sault Ste. Marie evolved from progressive growth of the city and additional developments in the townships. It consists of the following basic areas:

CENTRAL BUSINESS DISTRICT, being the core of the community.

INNER URBAN RING, which is practically the central portion of the city of Sault Ste. Marie; bounded by the river on the south, the main industrial complex on the west, the railway ring on the north, and Pine Street on the east. It contains the earliest developments, and is now in the process of becoming the business, administrative and cultural heart of the community.

OUTER URBAN RING. This is the remaining solidly built-up area of the city and townships, consisting of the Algoma Steel Corporation plants and the surrounding predominantly residential areas.

THE FRINGE, which contains scattered developments and semi-urban residential areas.

RURAL HINTERLAND. It consists mainly of open spaces in agricultural use, or in uncultivated and undeveloped lands (with the exception of the airport on the southwest extremity, scattered sand and gravel quarries, concrete block and building yards, and summer cottages along the southwest riverfront.) The hinterland accommodates only 16% of the population on 88% of the total land of the area.

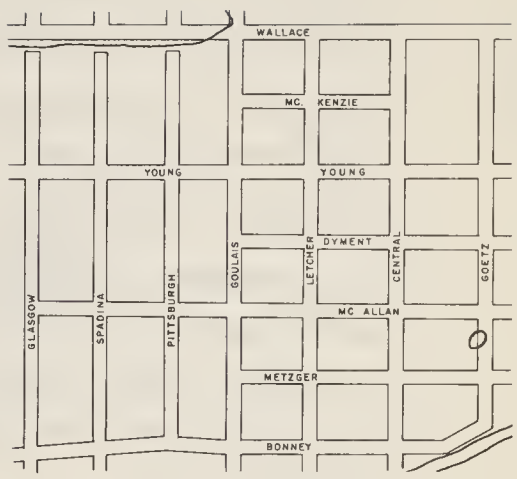


PLATE 25 LAND DIVISION PATTERN

THE URBAN AREA (Plate 24)

The central core, the inner urban ring, the outer urban ring and the fringe, form the urban area which will provide accommodation for the additional population by 1980.

LAND DIVISION PATTERN (Plate 25)

The composite elements of the inner urban ring are the short and identical blocks of buildings, and the dense gridiron street system. They are the results of land divisions dictated by real estate economics since the community's foundation as a fur trading post up to its present status as a regional city.

DISTRIBUTION OF URBAN LAND USES BY CATEGORIES (Table 16)

In 1959 the urban area contained 9365.0 acres, which is only 11.5% of the Planning Area*, while the total population of 50,282 of the urban area was 83.8% of the assessed population of 59,987 of the planning area.

In land area, the urban area contains 5530 acres or the whole of the city, 954 acres of Korah or 4.5%, and 2281 acres or 13.3% of Tarentorus.

DISTRIBUTION OF LAND USES OF COMPONENT MUNICIPALITIES IN THE PLANNING AREA

Table 17 indicates the use and distribution of land in relation to municipal jurisdiction. In Korah Township the largest amount of land is used for agricultural purposes, while the city represents the largest amount of developed area.

TABLE 16

	Gross Acres**	% Gross Acres	Acres per 1000 persons
Residential	2,730.2	29.2%	54.3
Commercial	217.5	2.3%	4.3
Industrial	1,132.1	12.1%	22.5
Public	131.5	1.4%	2.6
Schools	252.1	2.7%	5.0
Parks	280.1	3.0%	5.5%
Railway	264.0	2.8%	5.2
Vacant	4,357.6	46.5%	
Total	9,365.0	100%	

Source: Land Use Surveys–Town Planning Consultants Ltd.
Assessment Records–Sault Ste. Marie, Korah and Tarentorus

* Total assessed acreage (1959) 81,348 acres

** Approx. only, measured on maps Scale 1" – 200'

LOCATIONAL AND SPATIAL RELATIONSHIP OF LAND USES (1959)

The generalized Land Use Map (Plate 26) shows the use categories of lands for Greater Sault Ste. Marie, consisting of industrial, commercial, residential, recreational, institutional, agricultural, including undeveloped and uncultivated lands.

Tables 16 – 17 show the use categories of lands and their gross amounts, as indicated on the land use map.

TABLE 17 LAND USES (1959) BY COMPONENT MUNICIPALITIES

	GROSS ACRES*					
	City	Korah	Prince	Tarentorus	Total	
Residential (including schools, parks, local commercial & institutional uses)	2,458	1,840	51	1,321	5,670	7.0%
Commercial (central business district)	114	–	–	–	114	0.1%
Industrial and Railway	1,369	559	61	67	2,056**	2.5%
Other Major Uses:						
Airport		418			418	0.5%
Fish Hatcheries				523	523	0.6%
Agricultural, uncultivated or undeveloped	1,589	30,024	21,152	19,802	72,567	89.3%
TOTAL	5,530	32,841	21,264	21,713	81,348	100%

* Approximate only – measured from maps 200'–1", 400'–1"
** Excluding Twp. of Prince, total is 1885 acres

Sources:
Land Use Surveys – Town Planning Consultants Limited
Assessment Records, Sault Ste. Marie, Korah and Tarentorus

INDUSTRIAL USE

Major concentration of plants or lands owned by industrial concerns are to the southwest and west of the built-up area, with a ribbon extending eastward along the riverfront. There are some scattered concentrations at the northern edge of the built-up area and on the northern and western fringes.

COMMERCIAL USE

In addition to the central business district, smaller concentrations exist in the residential neighbourhood (Italian Village) west of Huron Street, and linear developments extend along the major traffic routes – Wellington Street East, West, Korah Road, Highway No. 17.

RESIDENTIAL USE

Generally, single family detached housing areas dominate the built-up area. There is a small percentage of multiple housing in the inner urban ring and in the central business district.

PUBLIC AND INSTITUTIONAL USE

Small clusters are spread throughout the built-up area.

12. GENERAL CONCEPT OF FUTURE DEVELOPMENT

THE OVERALL SITUATION

The lack of approved Official Plans for the Townships of Korah, Tarentorus and Prince, and the need for bringing up to date the Official Plan of the city, presents a key problem in formulating a Comprehensive Plan for the entire area. Such a plan is also fundamental to make operative an Urban Renewal programme, as required by Sections 16b and 23c of the National Housing Act 1954, e.g.

to qualify for loans to limited dividend housing companies for the purpose of assisting in the construction of low rental housing projects, and

for assistance in the clearance, replanning, rehabilitation and modernization of blighted or substandard areas.

OBJECTIVES

The Plan for Greater Sault Ste. Marie is determined by the geography of the region, by the impact of past trends and by the provision of all types of facilities for present and future residents. This means that we must bring together the people and the facilities which serve them, either by providing the facilities where the people are, or by attracting people to the existing facilities.

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TOTAL	5,530	32,841	21,764	21,713	81,345	100%

* Approximate only – measured from maps 200'–1", 400'–1"
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Sources:
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Assessment Records Sault Ste. Marie, Korah and Tarentorus

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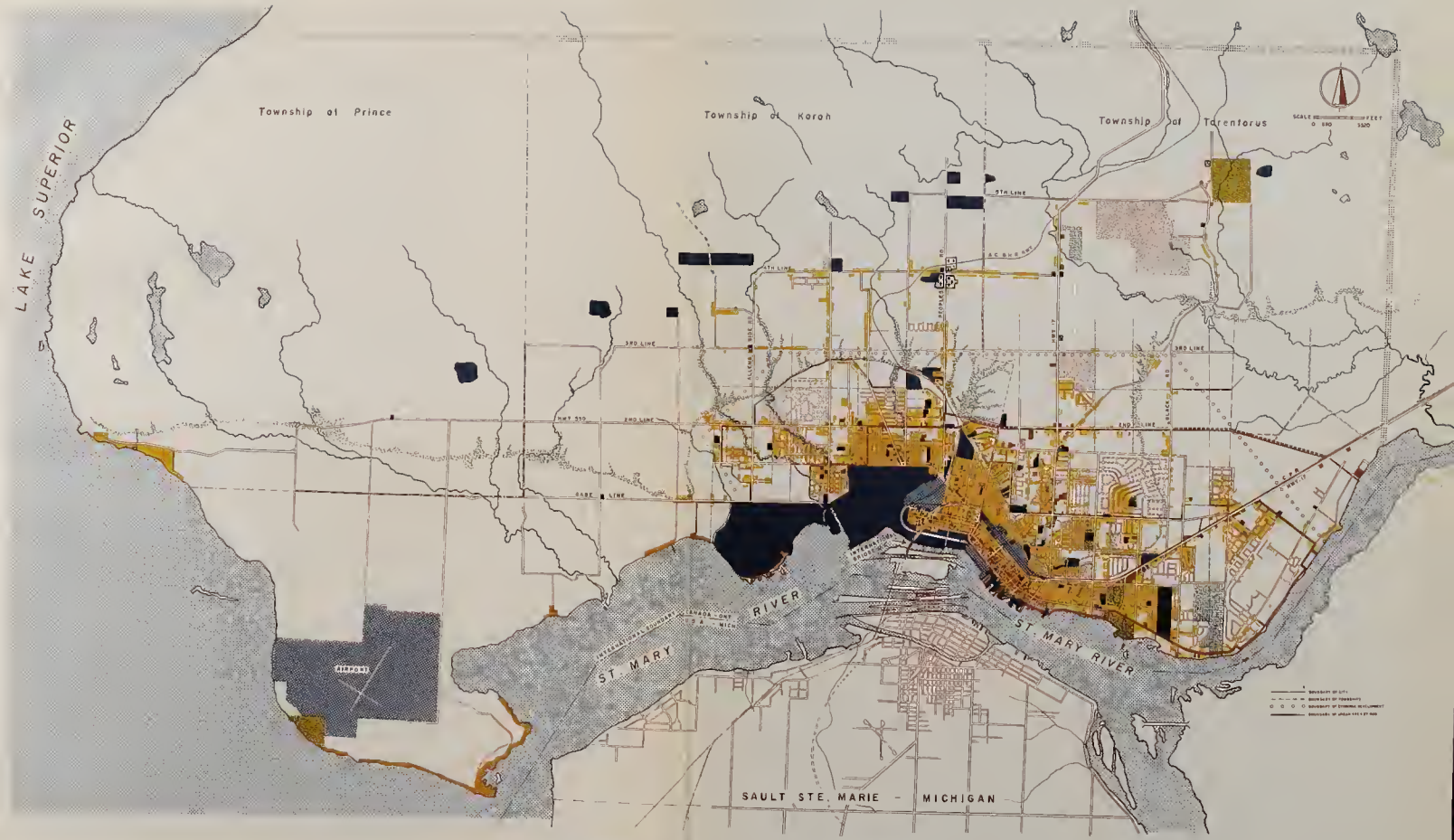


PLATE 26 FUNCTIONAL LAND USES 1959

What then should be the basic aims of such a plan?

In general terms:

to establish a formal policy and pattern for growth, without limiting the economy, population or spatial extent of the urban area within the boundaries of the area of economic development;

to guide the anticipated development in order to provide an optimum environment in which to work and live;

to designate lands to be developed by private enterprise for residential, industrial and commercial uses;

to designate lands to be developed by public authorities for low cost housing, institutional, educational and recreational uses;

to provide a programme for the construction and financing of public works to foster the growth of the area.

In specific terms:

to establish the role of the central business district as the commercial and cultural centre of the area by improving its accessibility, and by developing the lands surrounding it for high density residential uses, thereby creating an area with a new tributary population and additional purchasing power;

to make the riverfront accessible to high density residential development, thus providing a captive purchasing power for the commercial core;

to link the commercial core with a nucleus of civic buildings on the riverfront;

to increase the residential densities in the planning districts outside the central core by permitting mixed developments consisting of all ranges and types of dwelling units.

to distribute concentrated industrial areas, as well as industrial parks, to the west, north-east and north along major roads and railways to obtain the best possible access to the downtown area, and good inter-communication between themselves and the proposed new Federal Harbour and the Airport to the south-west.

to develop the area around the Federal Harbour to accommodate the future means for handling all types of cargo, and for industries and warehouses requiring extensive areas on the waterfront;

to designate an area along the Second Line Bypass, and north-east of the Airport along Highway No. 565, for future commercial and tourist accommodation to cater to the needs of the travelling public;

to make the local and regional tourist potentials accessible, and provide these sites with necessary facilities. Potential tourist sites within the Planning Area are: Gros Cap, Pointe aux Chênes, The Fish Hatchery, and the numerous lakes and beaches. Outside the Planning Area are: the Chapleau Game Preserve, Agawa Canyon, Lake Superior National Park, St. Joseph's Island, and the Interior Wilderness.

THE FORM OF DEVELOPMENT

Obviously, growth to the south will be limited by the natural barrier created by the curving lines of the riverbanks.

The major portion of development should be concentrated around the spine of the street structure, consisting of a cross, being Highway No. 17 (northbound) its stem, and Second Line (Highway No. 550) extending to the east – its crossbar, and Wellington Street West together with Highway No. 17 (eastbound) an inverted arc on the south (Plate 27).

The ultimate form of the city will be a half star with small planned settlements lined up from the centre outward, along several radiating roads (Plate 28).

As the city grows and essential services are provided, new planned settlements are added, leaving green wedges of parks, ravines or open country between the linear communication lines. Growth in this form will be a gradual, continuous process of extension of the existing urban area, rather than series of separate subdivisions.

The urban area, as a fairly compact development, will be bounded by the river-front on the south, and on the east by a park strip and parkway. To the north and west, it will be surrounded by a substantial rural area, in which a number of year-round recreational communities will develop, adjoining woods, lakes, beaches, hills and valleys, as transportation facilities are provided.

If properly planned and arranged along efficient lines of communications, the ultimate result will be a "linear necklace" of community clusters (Plate 28).

The implementation of this concept depends on a strongly defined policy by the civic administration, concerning:

the designation of lands in amount and distribution for various uses;

the distribution of the anticipated population and employment facilities to be accommodated in each planning district;

the timing and provision of public utilities and transportation routes where desirable developments should be encouraged.

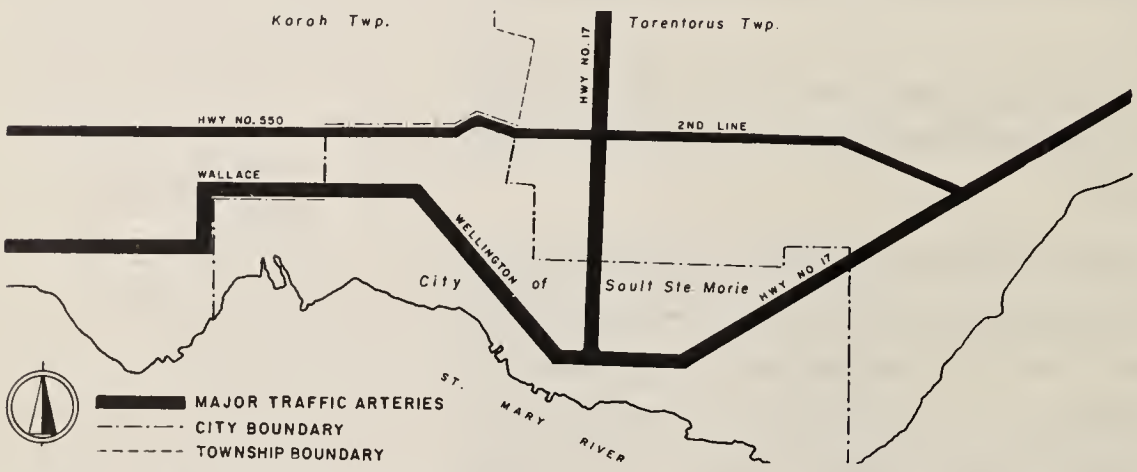


PLATE 27 MAJOR STREET STRUCTURE

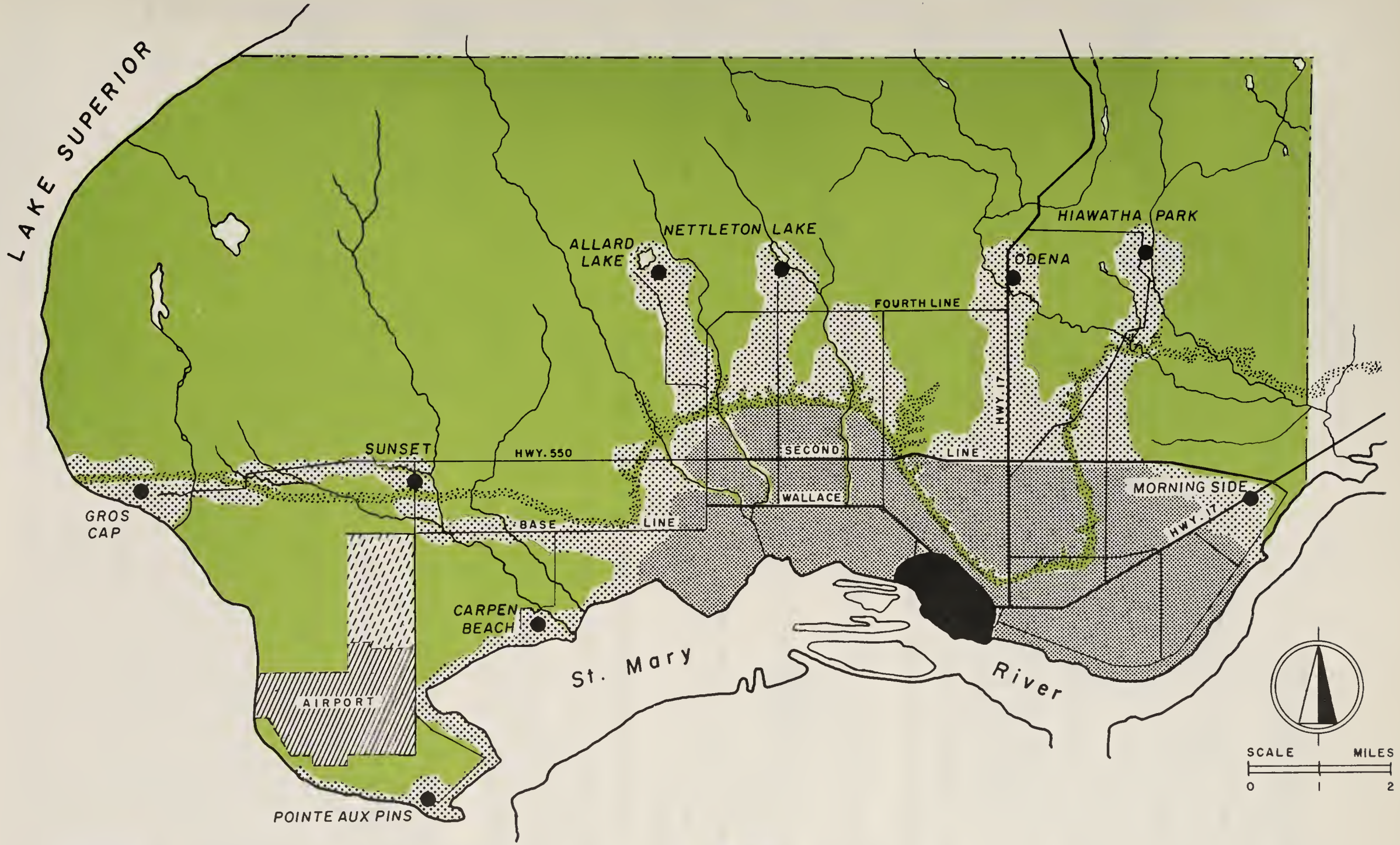


PLATE 28 THE ULTIMATE FORM OF THE FUTURE CITY

13. THE PLAN FOR INDUSTRY

BASIC ASSUMPTIONS

The proposals put forward in this chapter are based on the following assumptions;

that Greater Sault Ste. Marie will continue to depend to a high degree on the iron and steel industry;

that it would be unreasonable to expect the area to become a scaled-down replica of the national economy;

that there is a continuing need for more and diversified manufacturing industries;

that the proposed urban area can provide sufficient lands for manufacturing, warehousing, storage and transport facilities;

that by 1980 the number of job opportunities in Greater Sault Ste. Marie will total 37,100–44% in manufacturing employment;

that increased mechanization and automation results in an increase of floor area per worker;

that the trend toward one-storey structures results in an increase of land area.

OBJECTIVES

In order to prepare a realistic and effective plan for industry, the following objectives have been set out:

to estimate the quantity of industrial lands required;

to preserve and protect lands already used for industry, if they qualify under the requirements established;

to define those vacant lands which qualify for industrial uses and reserve same;

to redevelop blighted residential or commercial lands which are more suited for industrial than their present use;

to redevelop blighted industrial lands for other more suitable uses.

THE EFFECT OF INDUSTRY ON THE ECONOMY OF GREATER SAULT STE. MARIE

The impact of actual industrial land uses on the local economy is evident from the fact that:

industry provides general tax revenues far in excess of the municipal services and community facilities it requires;

100 manufacturing employees produce $241,000 in annual retail purchasing power, and 89 jobs in other fields. [1]

each developed acre yields additional school tax revenues equal to 0.8 acres of lands in the single family detached housing zone(R1B)with a frontage of 50 feet and a lot area of 6,000 square feet, without adding to the school load. [2]

INDUSTRIAL LAND USE AND LOCATIONAL CHARACTERISTICS

There are 61 major concerns using 1906 acres of industrial land in Greater Sault Ste. Marie, distributed as follows (Plate 29 and Table 18).

The distribution of industrial ownership of the 61 industries by municipalities is shown in Table 19. The largest amount is in Korah Township in which 2211 acres are situated, followed by the city with 1610 acres.

TABLE 18 INDUSTRIAL LAND USE SUMMARY

West Planning Districts	1,328 acres
Centre Planning Districts	68 acres
East Planning Districts	57 acres
Others	453 acres
Total (approx.)	1,906 acres

TABLE 19 INDUSTRIAL LAND USE (1960)

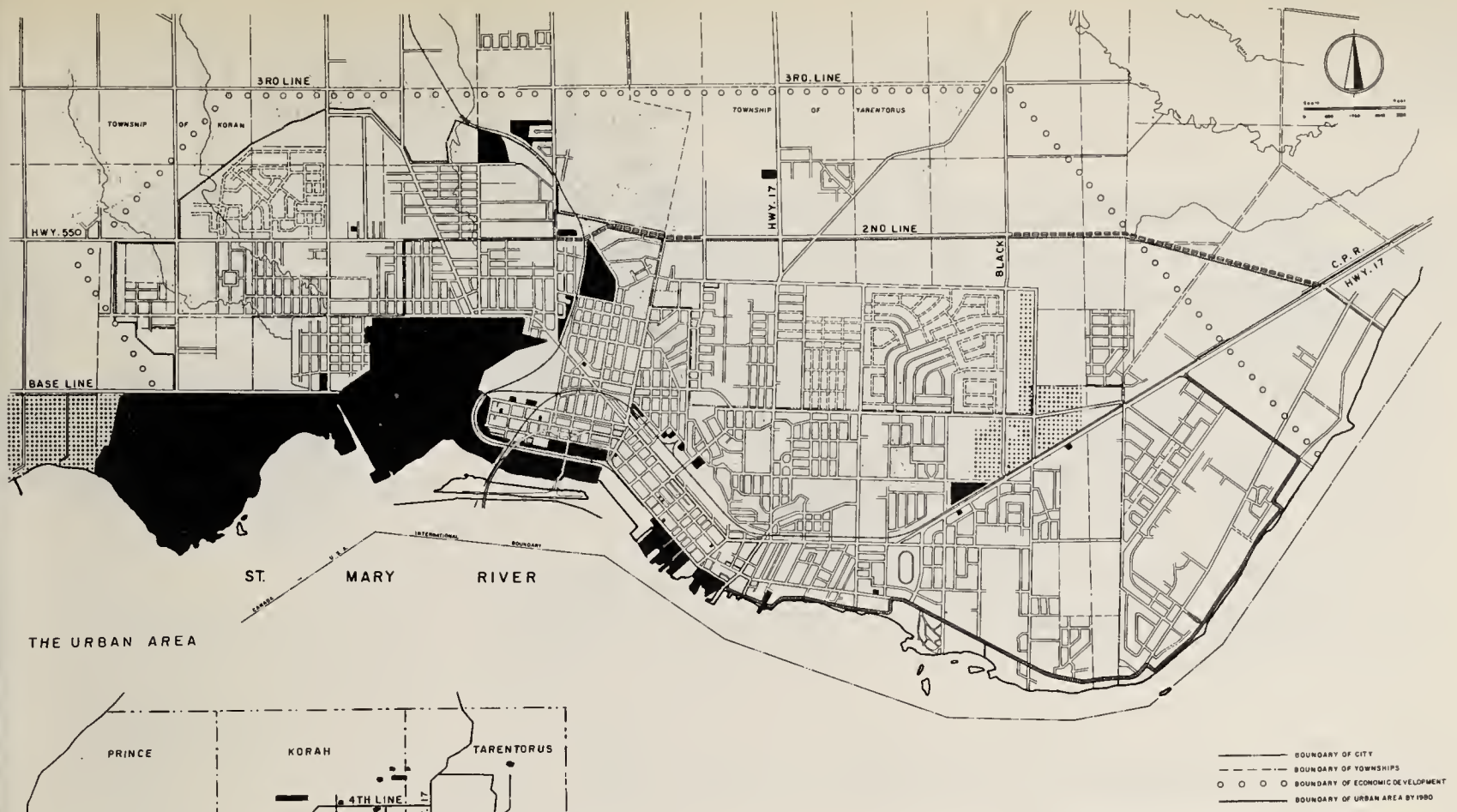
INDUSTRIAL LAND OWNERSHIP (BY MUNICIPALITIES) (61 major industries only)

	City Acres	Korah Acres	Tarentorus Acres	Total Acres
Manufacturing	1213	1876	29	3118
Warehouse & Storage	62	–	58	120
Service Industries	31	163	6	200
Other	304	172	466	942
	1610	2211	559	4380

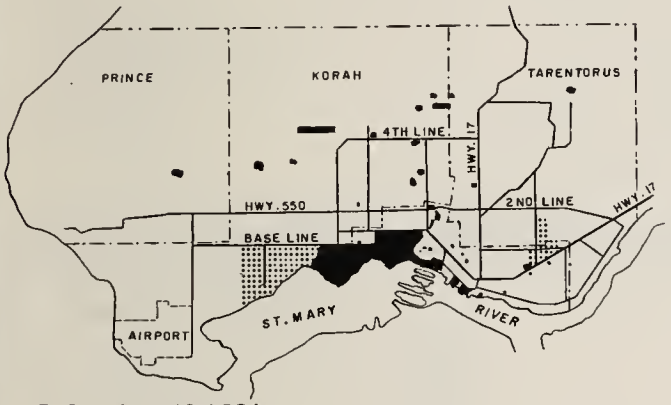
Sources:

1. Calculated from Labour Force statistics – 1959 provided by Sault Ste. Marie & Suburban Planning Board, and City Family Expenditure – D.B.S.

2. City of Sault Ste. Marie – Municipal Assessment Records.



THE URBAN AREA



THE PLANNING AREA

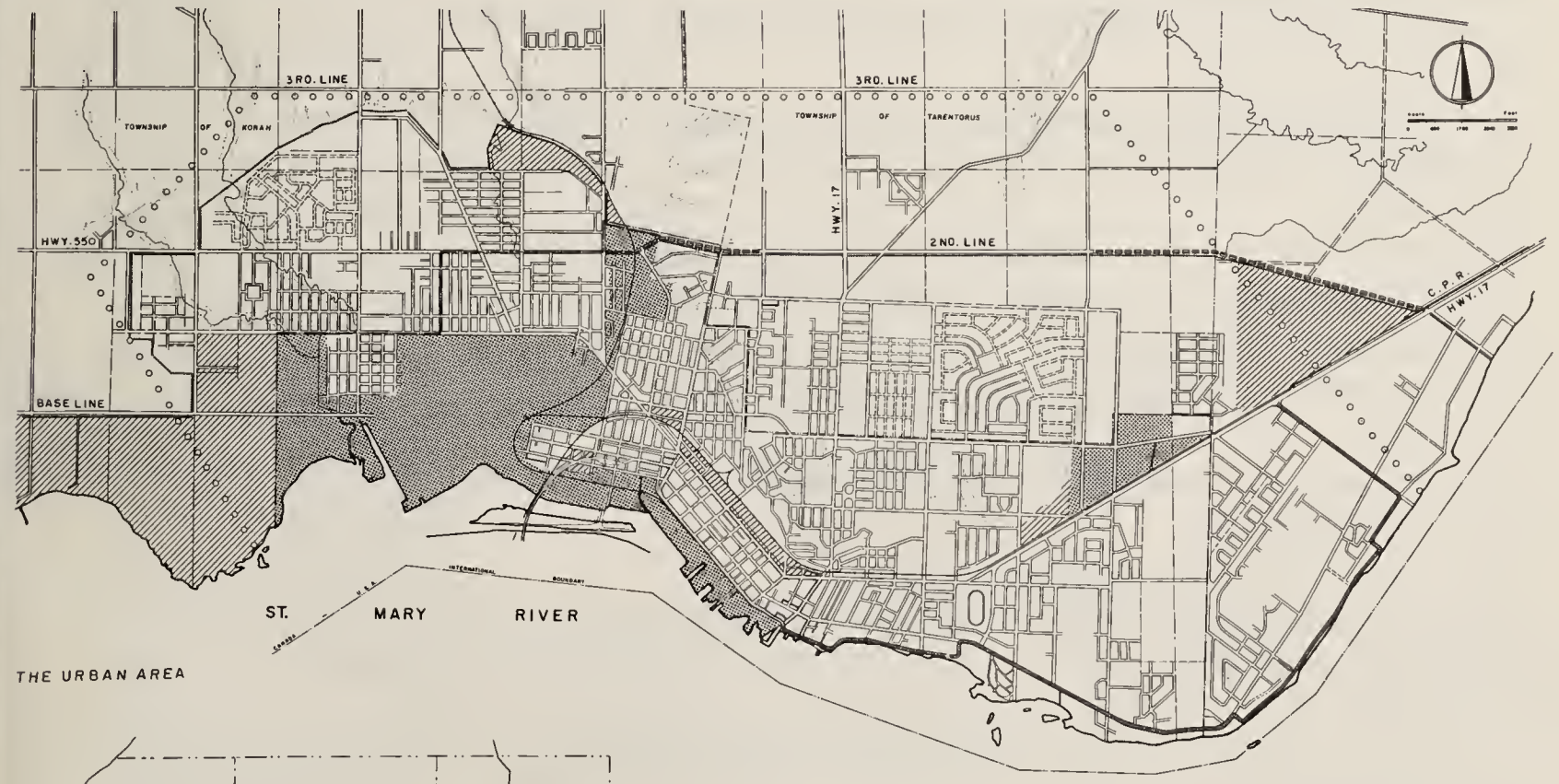
EXISTING INDUSTRIAL LANDS

USED (PLANT IN OPERATION)

OWNED BY INDUSTRIAL CONCERN- BUT VACANT

PLATE 29 EXISTING INDUSTRIAL LANDS

PLATE 30 INDUSTRIAL ZONES



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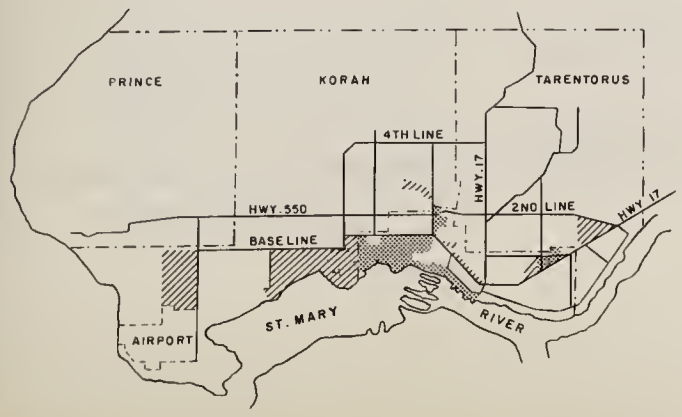

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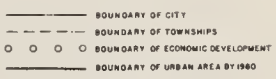


LANDS RESTRICTED FOR INDUSTRIAL USES BY BY-LAW NO. 2367, CITY OF SAULT STE MARIE

ADDITIONAL LANDS TO BE RESTRICTED FOR INDUSTRIAL USES BY FUTURE BY-LAWS

Table 20 shows the relationship of the vacant and used industrial lands by categories. Of the total of 4380 acres of lands owned by industrial concerns, only 1906 acres are actually used.

Of the total of 11599 industrial employees, the majority (10,886 or 94%) are working in plants located in the city, with the remaining 6% in the townships (Table 21). The decentralization of residential population has not affected the city's industrial developments.

TABLE 20 VACANT AND USED INDUSTRIAL LAND
(61 major industries only)

	Total owned or Leased (net acres)	Used (net acres)	Not Used or Vacant (net acres)
Manufacturing	3118	1355	1763
Warehouse & Storage	120	56	64
Service Industries	200	38	162
Other	942	457	485
	4380	1906	2474

Source: Summary of Major Industries, Assessment Departments of Sault Ste. Marie, Korah and Tarentorus. 1960

INDUSTRIAL ZONES AND USES (Plate 30 and Table 22)

In the city, approximately 1550 acres are designated for Industrial purposes by Restricted Area Bylaw No. 2367, with 1189 acres presently used for that purpose. An additional 60 acres are used for industry in areas designated for other purposes.

In the townships where no Restricted Area Bylaws have been adopted, (apart from a small area in southeast Tarentorus,) 658 acres are used for industry.

TABLE 21

NUMBER OF INDUSTRIAL EMPLOYEES BY MUNICIPALITIES (1960)
(61 major industries only)

	City	Korah	Tarentorus	Total
Manufacturing	9,460	499	25	9,984
Warehouse and Storage	105	–	51	156
Service Industries	275	79	59	413
Other	1,046	–	–	1,046
	10,886	578	135	11,599

Source: Summary of Major Industries, Assessment Department of Sault Ste. Marie, Korah and Tarentorus. 1960

STANDARDS AND REQUIREMENTS

The land designated for industrial use has been selected to meet the following requirements:

LOCATIONAL REQUIREMENTS

availability of transportation facilities for goods and employees;

availability of public utilities.

SITE REQUIREMENTS

assembly of sites in sizes and shapes suitable for a particular industrial pattern;

separation of industrial uses from other uses.

LEGISLATIVE REQUIREMENTS

the provision of adequate protection between industrial and residential or other zones to:

prevent non-industrial encroachments into adjacent industrial zones;

provide effective separation from incompatible land uses, adjacent to industrial zone boundaries;

prevent undesirable and/ or offensive effects on adjacent properties (even in the same use) by the enforcement of reasonable "performance standards".

DESIGN AND SPACE REQUIREMENTS

provision of space for truck loading, off-street employee parking, future expansion and landscaping;

grouping of industries in accordance with performance characteristics and their effect on adjacent land uses;

grouping of industries into functionally related areas;

grouping of industries in planned industrial parks, rather than dividing industrial lands haphazardly as demands arise.

BASIC PRINCIPLES OF ESTABLISHING INDUSTRIAL LAND REQUIREMENTS

The experience of a number of industrial communities in Canada and the United States indicates that:

the total amount of land to be designated is considerably larger than the amount of land likely to be used by industry at any given time;

TABLE 22
RESTRICTED INDUSTRIAL LANDS*

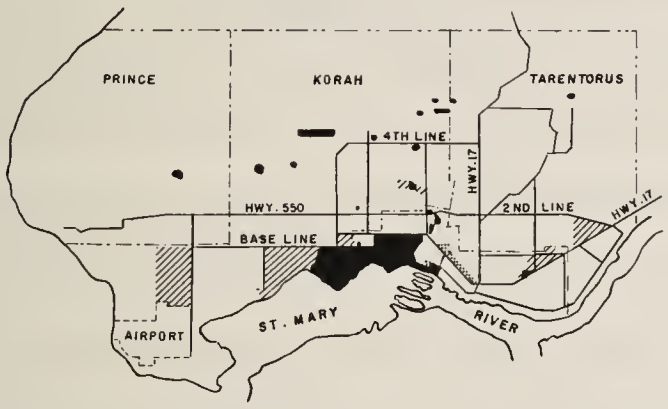
	Occupied (acres)	Reserve (acres)	Total (acres)
Industries situated on lands designated for industrial use:			
Manufacturing Industry	1,144**	339	1,483
Other Industry	45	6	51
Industries situated on lands designated for other uses:			
Manufacturing Industry	16	–	16
Other Industry	44	16	60
Industries on lands not within Restricted Area Bylaws	657	2,113	2,770
TOTAL	1,906	2,474	4,380

Note: * Industrial lands in the city are restricted by the Official Plan of the Sault Ste. Marie and Suburban Planning Area, as amended 1960, and by Restricted Area Bylaw No. 2367.

** Includes Great Lakes Power Corporation (and water area)

Source: Summary of Major Industries, Assessment Departments Sault Ste. Marie, Korah and Tarentorus. 1960

THE URBAN AREA



THE PLANNING AREA

BOUNDARY OF CITY
BOUNDARY OF TOWNSHIPS
BOUNDARY OF ECONOMIC DEVELOPMENT
BOUNDARY OF URBAN AREA BY 1980

USED FOR INDUSTRIAL PURPOSES AND REMAINING SO

ADDITIONAL LAND DESIGNATED

LAND RECLAIMED FROM OTHER USES FOR INDUSTRIAL PURPOSES

reserve land must be provided at all times, not only on sites owned by industrial concerns, but also on land available for purchase or lease, in order to provide a wide choice of sites at various locations and reasonable prices, for new and relocating establishments;

therefore employment density per acre of total owned industrial land averages considerably less than the density per acre of "occupied" or actually used industrial land;(Table 24)

As a result of this experience, the basic relationships between labour force and employment and also space standards, were established.

ESTIMATE OF FUTURE LAND REQUIREMENTS (Table 25 page 54)

The estimate of the amount of land which should be set aside is based on a projection of employment, by type of industry, and by the application of the space standards to those projections.

RESERVE LANDS

The lands designated for reserve are distributed throughout the area, and may be sterile for some time if no large-scale industrial developments occur.

However, the lands selected in undeveloped areas would not be suitable for other urban uses. Their use, in rural use would continue until required.

In the undeveloped eastern area, much of the land has already been acquired by industry for future development conforming, generally, to the recommended development pattern.

TABLE 23 BASIC RELATIONSHIPS (GREATER SAULT STE. MARIE)

Labour force as a percentage of total population	35 to 40%
Labour force in manufacturing industries as a percentage of total labour force	30 to 35%
Labour force in primary manufacturing, as a percentage of total industrial employment	60 to 70%
Labour force in secondary manufacturing, as a percentage of industrial employment	30 to 40%
Labour force in primary manufacturing, as a percentage of the total population	10%

TABLE 24

SPACE STANDARDS (GREATER SAULT STE. MARIE)
AVERAGE NUMBER OF EMPLOYEES PER ACRE OF INDUSTRIAL LAND

	Primary Manufacturing	Secondary Manufacturing and other industry
Existing Average (1959–60)	7.8[1]	12.5[1]
Anticipated Average (by 1980)	6	10

Sources: Summary of Major Industries, Assessment Department of Sault Ste. Marie, Korah and Tarentorus. 1960

1. Calculated by Town Planning Consultants Ltd.

DISTRIBUTION OF FUTURE INDUSTRIAL LANDS (Plate 31 and Table 26)

The lands designated for industry in Greater Sault Ste. Marie total 3693 acres. They are distributed as follows:

THE WEST PLANNING DISTRICTS (Table 26 Plate 31)

The Industrial Service Area, located north of the new airport, contains approximately 950 acres. It is designed for operations ancillary to the airport, including warehouse facilities, shipping, repair, and for service industry generally. In the southeastern corner of this area, lands would be available for motels, restaurants, service stations, auto rental agencies, etc.

A part of this area may remain undeveloped in 1980, and will form a part of the industrial reserve.

The Primary Manufacturing Area covers approximately 1862 acres. It includes the lands now occupied by Algoma Steel Corporation Limited and Abitibi Power and Paper Company Limited, and extends westwards to include the site of the proposed harbour.

This area is intended mainly for development by the primary manufacturing industry, although lands adjoining the new harbour itself will probably develop in warehousing with some bulk storage adjacent to it. The proposed industrial lands in Planning District No. 12, immediately west of the Bayview Area, are intended for the development of service industry. This tract of 160 acres will be an ideal location for an industrial park, serving mostly the Primary Manufacturing Area.

THE CENTRE PLANNING DISTRICTS (Table 26 and Plate 31)

Industrial lands, designated within Planning Districts 7, 8 and 11, amount to 167 acres, and consist of:

an area located between Wellington Street and the C.P.R. properties, adjacent to the Central Business District, which is intended for wholesale purposes;

two compact areas, east and west of the A.C.R. line and extending north of the Second Line Road, which are designed for transportation service.

The Centre Planning Districts also contain industrial lands which are the subject of Urban Renewal studies. These are:

an area of 94 acres, bounded by Pim, Bay and Gore Streets, and the riverfront. This will be redesignated from Industrial to partly residential and partly civic uses;

an area of 40 acres, bounded by Wellington Street West, the Second Line Road and the A.C.R. line. One portion of this area will be redesignated from Industrial to Residential use, while the balance will retain its Industrial designation.

THE EAST PLANNING DISTRICTS (Table 26 and Plate 31)

A total of 714 acres of land are designated within Planning Districts No. 5, 6 and 21, and consist of two compact areas:

TABLE 25

INDUSTRIAL LAND USE REQUIREMENTS BY 1980

Type of Industry	Anticipated number of employees	Employment Density (ppa)	Acreage Required
Manufacturing			
Primary	9600	6	1600
Secondary	6600	10	660
Transport & Communications	3000	10	300
Construction	2100	10	210
Total			2770 acres
Industrial reserve (1/3rd)			923
Total Industrial Land Requirement			3693 acres
Lands presently restricted for Industry by Bylaw No. 2367			1550 acres
Excess of 1980 requirements over existing provisions			2143 acres
Blighted Industrial lands to be redeveloped for other uses			110 acres
Total additional lands required for Industrial uses			2253 acres

TABLE 26

DISTRIBUTION OF LANDS DESIGNATED FOR FUTURE INDUSTRIAL USES BY PLANNING DISTRICTS

Planning District	Function	Area (Acres)
The West Planning Districts		
9	Primary Manufacturing	208
10	Primary Manufacturing	823
12	Service Industry	169
13	Primary Manufacturing (some warehousing and bulk storage near harbour)	662
14	The Airport Industrial Service Area	950
Total		2812 acres
The Centre Planning Districts		
7	Wholesale Warehousing	42
8	Service Industry and Transport-Rail oriented	48
11	Transport Rail oriented	77
Total		167 acres
The East Planning Districts		
5	(Oil Distribution,)	36
6	(Tank Storage,)	290
21	(Contractors yards) (etc.)	388
Total		714 acres
Summary:	West 2812 acres	
	Centre 167 acres	
	East 714 acres	
Total	3693 acres	

One, forming part of the Rankin Location Indian Reservation is bounded by the C.P.R. right-of-way, Boundary Road and the proposed Second Line Bypass, consisting of 388 acres, and is intended for bulk storage purposes; (oil tanks)

The other extends from Trunk Road (Highway 17 East) and the C.P.R. line to McNabb Street, and is located immediately west of Boundary Road. It consists of approximately 326 acres, and will be used by oil companies for tank storage and distribution centres. It is also well suited for contractor's yards, utilities maintenance depots and similar operations.

A number of oil companies have already purchased lands in this area, such as Supertest Petroleum Corporation Limited, Imperial Oil Limited, Canadian Oil Companies Limited, Shell Oil Company of Canada Limited. Other concerns which own properties are: Traders Metal Company, Marson Construction Company and Lewis Construction Company.

The proximity of these properties to the Second Line Bypass will permit ready access to all parts of Greater Sault Ste. Marie and also to Highway 17 North.

OTHER INDUSTRIAL LANDS

Within the Rural Hinterland, which is outside the future Urban Area, it is anticipated that sand and gravel pits will continue to operate. Such activity will attract concrete block manufacturing, building and trucking contractors. These uses may last for limited periods, depending on the extent of gravel deposits in any specific location.

14. THE PLAN FOR COMMERCE

Since its incorporation, the city has been the commercial centre for an area extending far beyond the limits of Greater Sault Ste. Marie. It's commercial land use is based on the shopping and business needs of a continuously growing population, increased tourist trade, and it's strategic location within a Regional Marketing Area (Plate 4)

TRADE AREAS (Table 27, Plate 32)

In order to determine the characteristics of it's commercial activities, Greater Sault Ste. Marie was divided into five trade areas, as follows:
(1) West; (2) North-centre; (3) East; (4) The Central Business District; and (5) the outlying rural hinterland.

The trading areas consist of groupings of planning districts and neighbourhoods, for which data on land use, number of commercial establishments and service stations have been tabulated.

EXISTING COMMERCIAL LAND USES (Plate 33)

In 1959, of the total area of 81,325 acres of Greater Sault Ste. Marie, commercial land uses represented approximately 285.6 acres or 0.35%.

TABLE 27 TRADE AREAS AND COMMERCIAL CONCENTRATIONS

Location	Total Existing Commercial Land Use (acres)	Number of Commercial Establishments	Number of Gasoline Stations
1. Urban Area West (Planning Districts 11 & 12)	14.9	47	3
2. North-Centre (Planning Districts 2, 6, 7, 8 & 9)	66.8	275	25
3. East (Planning Districts 3, 4 & 5)	46.1	26	7
4. Central Business District (Planning District 1)	62.2	380	10
	190.0	728	45
5. Rural Areas	95.6	–	12
Total	285.6 acres		57

Source:

Acreage – Land Use Surveys by Town Planning Constulants Limited.
Number of Establishments – Vernon's City Directory, Sault Ste. Marie 1959.
Number of Gasoline Stations in rural area – Telephone Directory, Sault Ste. Marie, 1959.

Of these, two-thirds or 190 acres, were in the urban area within Planning Districts 1-12, and one-third or 95.6 acres in the rural area within Planning Districts 13-22 (Tables 27-28)

Trade area No.2 contained the largest amount of commercial land uses.

Although the Central Business District represented only 23% of the total commercial land uses, it contained 52% of all the commercial establishments.

TABLE 28 COMMERCIAL LAND USES (1959) BY PLANNING DISTRICTS

Planning District	Net Acres
1. Central Business District	62.2
2.	8.2**
3.	7.0
4.	8.3
5.	30.8
6.	26.7
7.	6.3
8.	8.0
9.	17.6
10.	–
11.	10.4
12.	4.5
Total Urban Area	190.0
Total Rural Area (Planning Districts 13-22)	95.6
Total Planning Area	285.6

** Note:
In 1961 a Shopping Centre of 13 acres was developed in this district.

COMMERCIAL FACILITIES

In general, the commercial facilities in the Planning Area fall into four types: retail shopping, offices, service stations and miscellaneous uses.

RETAIL SHOPPING (including consumer services) (112.6 acres)

It consists of isolated stores, shopping strips and clusters, and unified shopping centres, in addition to the Central Business District. Irrespective of the validity of arguments in favour of the Central Business District as the commercial core of Greater Sault Ste. Marie and its regional area, a certain amount of decentralization is evident. The distance, traffic and time required for travelling between the outlying areas and the central core have caused the establishment of linear shopping strips in the outer urban ring and the fringe areas along the major traffic routes, and shopping clusters in the rural hinterland.

The trend towards shopping centres must also be recognized. In 1959 the first supermarket with large parking space was built on Great Northern Road in Tarentorus Township. In 1961 it was followed by a district shopping centre of 13 acres on Highway No.17 East within the city limits, and a small convenience centre of about 3 acres in Korah Township on the Second Line. Undoubtedly, this trend will continue and a certain amount of merchandising will inevitably be done at conveniently outlying points other than the central core.

However, the Central Business District can withstand this competition if provision is made for: good accessibility to it, efficient circulation within it, ample and conveniently distributed off-street parking facilities, efficient regulation of traffic, convenient walkways for pedestrian traffic, large generations from retail stores (such as junior department stores) at strategic points; and finally, attractive appearance by landscaping and by architectural improvements.

(The renewal of the Central Business District will be discussed in greater detail in Part Two, Section 9 of this report).

TABLE 29 ESTIMATE OF ACREAGE OF OFFICE BLOCKS – SAULT STE. MARIE – 1959

Block	Number of Office Blocks	Estimate of total covered lot area
March-Albert-Spring-Queen	1	0.1 ac.
Spring-Albert-Brock-Queen*	3	0.5 ac.
Brock-Albert-East-Queen**	4	1.2 ac.
Bruce-Queen-Elgin-Bay	1	0.2 ac.
McDougall-Queen-Brock-Bay	2	0.3 ac.
Bell-Queen-East-Bay	1	0.1 ac.
Gore-Albert-Blucher-Wellington	1	0.1 ac.
East-Hynes-Queen	1	0.3 ac.
	14	2.8 ac.

Note: Street underlined designates frontage of office blocks –

* – two of three buildings front on Queen, one on Brock
** – three of four buildings front on Queen, one on East

Only complete blocks of offices were considered. Buildings which housed a retail store at grade with offices above, were not considered as office blocks.

Source: Vernon's City Directory–Sault Ste. Marie, 1959.
Extracts from 1959 Assessment Rolls–Sault Ste. Marie

TABLE 30 SERVICE STATIONS IN GREATER SAULT STE. MARIE

	No.	Acres (estimated)
City	37*	9.2
Townships	20	5.0
Total Greater Sault Ste. Marie	57	14.2

* of the 37 in the city, 10 are located in the Central Business District.

TABLE 31 THE NUMBER OF PERSONS PER REGISTERED VEHICLE IN GREATER SAULT STE. MARIE.

Year	Population* (Greater Sault Ste. Marie)	No. of Cars	Persons per car
1945	32,995	3,824	8.62
1950	38,432	6,997	5.5
1960	62,985	18,324	3.4

* Source: Department of Municipal Affairs' Library

PLATE 32 EXISTING COMMERCIAL CONCENTRATIONS AND TRADE AREAS

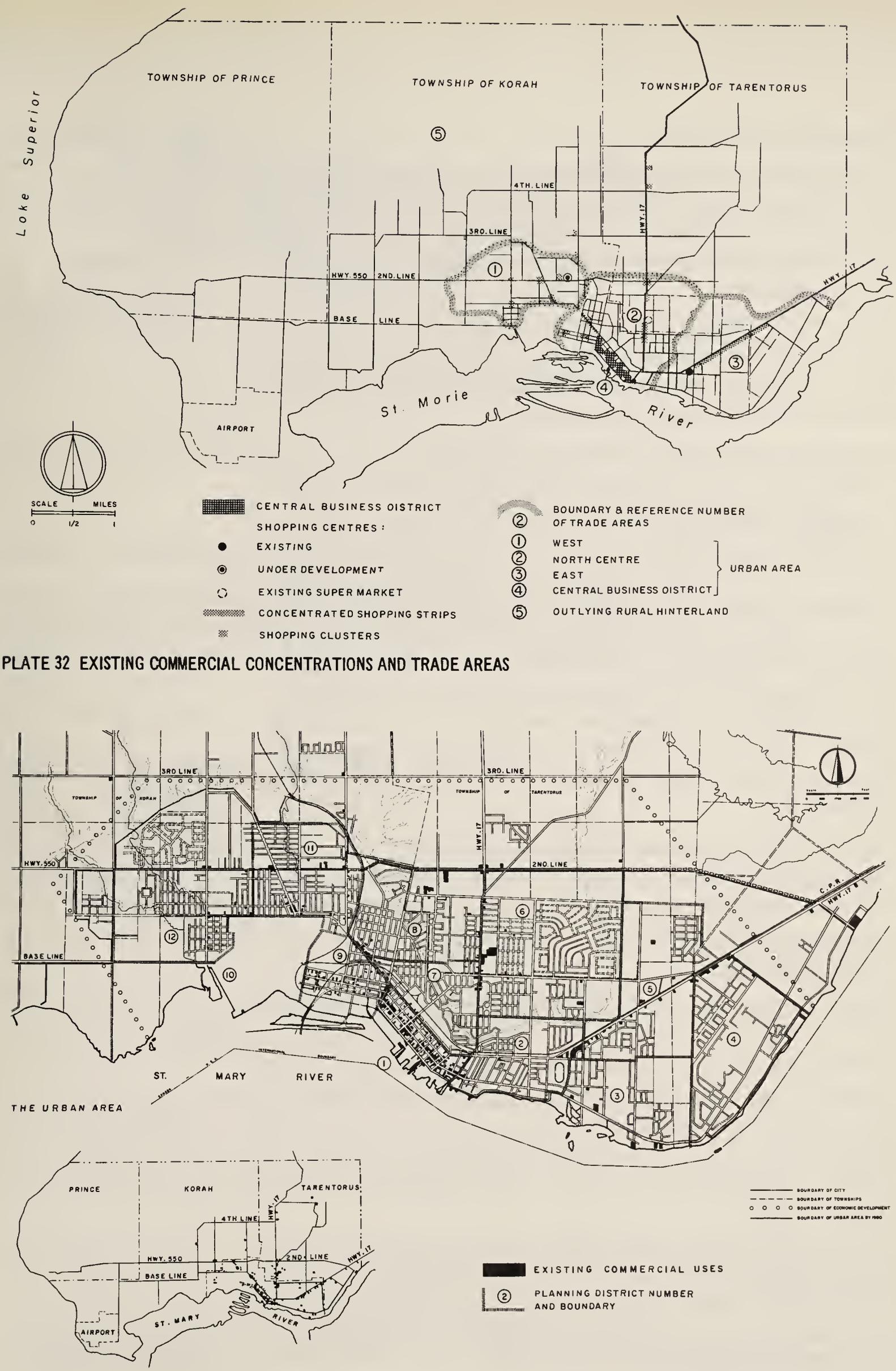


PLATE 33 EXISTING COMMERCIAL USES

OFFICES (2.8 acres) (Table 29)

The office space of 184 business and professional firms is provided mostly in the Central Business District, partly in free standing, newer office buildings, and partly in older store buildings on upper floors. It is estimated that the total floor space available amounts to 482,000 sq. ft., corresponding to an intensity of 9,450 sq. ft. per 1000 people.

The 14 free standing office buildings occupy a total lot area of about 2.8 acres.

With the increase of population, the importance of office type employment will lead to an increase in the supply of new and up-to-date office space, mostly in contemporary buildings designed only for such use.

SERVICE STATIONS (14.2 acres) (Plate 34, Tables 30 & 31)

In 1960, 18,324 cars were registered in Greater Sault Ste. Marie. This number is expected to increase rapidly in the future, as are the number of service stations, which presently total 53, or one station for every 345 cars. The alleged problems of the service stations, both in the city and the townships, are: excessive number, aesthetic nuisance, standard design, traffic hazard. However, there is some evidence that the original function of the service station, namely dispensing gasoline and motor oil, sale of replacement items and minor repair service, will change. The service station of today may expand into retailing activities in competition with the convenience shopping centres serving small neighbourhoods. This may affect the number, character, location, appearance and function of the service station, as well as its relationship to the surrounding neighbourhood.

MISCELLANEOUS COMMERCIAL USES (156 acres) (Table 32)

These cover hotels, motels, restaurants, automotive services, and a variety of small service businesses. Most of them are located on the fringe of the Central Business District and along highways.

THE ROLE OF COMMERCE

Although occupying only 0.35% of the total area, the importance of commercial land use is evidenced by the following:

In 1951 approximately 3,928[1] people or 29.6% of the labour force were employed in retail and service establishments. By 1959 it is estimated that this labour force had increased to 5,880[2] persons, or 29.6%.

In 1951 more than 36.55[3] million dollars were spent in retail and service establishments. By 1959 it is estimated that this figure had increased to $65 million (Table 10, Page 37).

In 1959 commercially used lands and buildings accounted for more than 20.8% of the total assessment of the city, and 20% in the Planning Area[4]. Retail purchases per capita increased from $442 per capita in 1941, to $1085 in 1959 (Table 33). The average annual absolute rate of increase between 1941 and 1951 was 2.2%, and between 1951 and 1959 1.05% (Table 33).

TABLE 32 EXISTING MISCELLANEOUS COMMERCIAL USES (1959)

	Estimated Land Use
Restaurants, Hotels, Motels etc.	83 acres
Entertainment	13
Automotive Services (excluding gasoline and auto sales)	18
Trade shops	6
Other (including banks, broadcasting stations, funeral homes, coal dealers, etc.)	36
	156 acres.

Source: Vernon's City Directory – 1959, Sault Ste. Marie.
Town Planning Consultants Ltd. Estimate

TABLE 33 RETAIL PURCHASES PER CAPITA IN GREATER SAULT STE. MARIE

	1941	1951	1959	1980 (projected)
Actual Retail Sales/cap.	$442[1]	$897[1]	$1085[2]	–
Retail Sales per capita, expressed in constant 1949 $	$635	$789	$ 857	$1067
Average Annual absolute rate of increase		2.2%	1.05%	1.05%

Sources:

1. Survey of Markets 1960 – The Financial Post
2. Sault Ste. Marie Chamber of Commerce

Sources:

1. Dominion Bureau of Statistics
2. Town Planning Consultants Limited estimate
3. Chamber of Commerce of Sault Ste. Marie
4. Town Planning Consultants Limited estimate

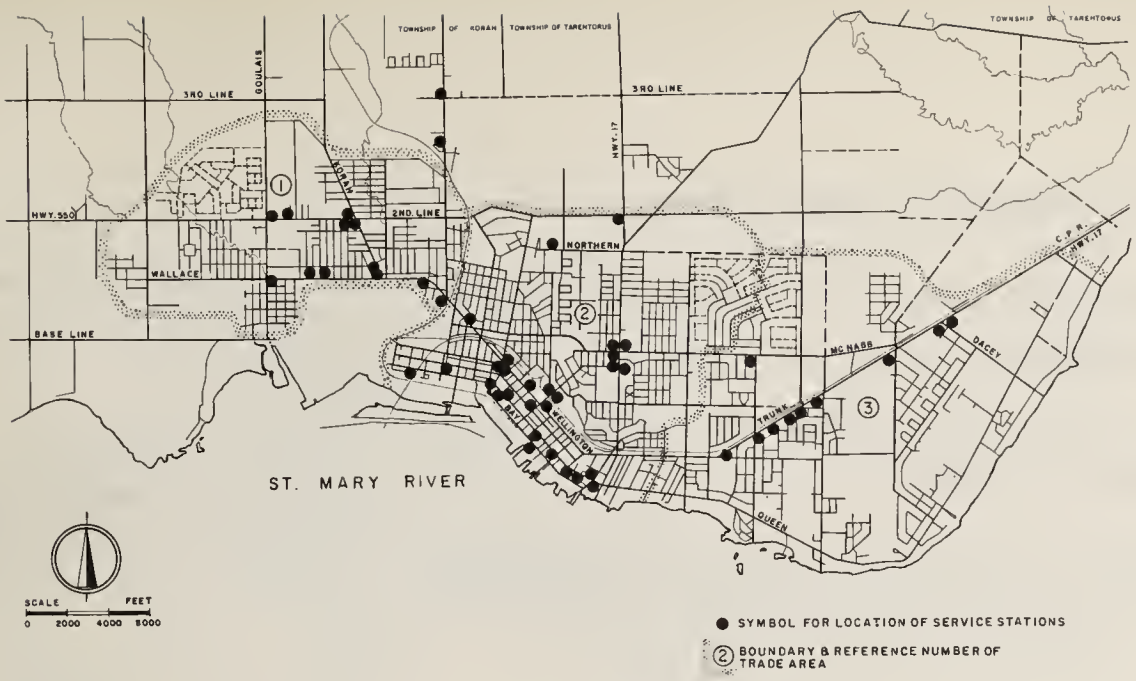


PLATE 34 LOCATION OF SERVICE STATIONS

INTENSITY OF COMMERCIAL LAND USES (Table 34)

An analysis of commercial land uses of 28 cities in the United States with populations of 50,000 or less, indicate that the intensity is 3.1 acres per 1,000 people[1]. This ratio is lower than that of the Urban area of Greater Sault Ste. Marie by 0.7 acres.

LAND ZONED FOR COMMERCIAL USES (Plate 35, Tables 35 & 36)

In the city, the lands zoned for commercial uses under Restricted Area Bylaw No. 2367 (as amended) amount to 410 acres of 7.4% of the total city area. Of this amount, only 121 acres or 30% was used in 1959 for commercial purposes. Of the remainder, 59.5 acres were vacant, 106.6 acres were in residential use, 44.0 acres in public and institutional and 77.7 acres in industrial use.

In the city, of a total of 155 acres of land actually used for commercial purposes, 78.3% was located in commercial zones, 10.3% in industrial zones, the remainder of 11.4% as non-conforming use in residential zones.

Of a total of 285.6 acres of land actually used for commercial purposes in Greater Sault Ste. Marie, 43% was located in commercial zones, 6% in industrial zones, 6% in residential zones, and the balance in the Townships of Tarentorus and Korah, where no comprehensive zoning bylaws are in effect.

Although 410 acres were zoned in the city for commercial purposes, only 30% of it was actually used. This is particularly significant when it is realized that over 55% of it is used for other than commercial purposes, and over 14% of it is vacant. Undoubtedly, when consideration is given to approval of an Official Plan and a Comprehensive Zoning Bylaw for Greater Sault Ste. Marie, attention will be paid to revision of the city zoning bylaw.

TABLE 34 INTENSITY OF COMMERCIAL LAND USE IN 1959

	City	Total Urban Area
Population	41,343	50,282
Commercial Land Uses	155 acres	190 acres
Intensity	3.6 acres per 1000 people	3.78 acres per 1000 people

TABLE 36 OTHER LAND USES IN COMMERCIAL ZONES

Planning District	Residential	Vacant	Public and Institutional	Industrial
1	34.7	0.27	31.0	0.6
2	4.6	1.2	7.9	–
3	–	–	–	–
4	–	–	–	–
5	13.2	37.6	–	5.6
6	3.7	6.0	–	–
7	14.7	7.2	–	71.4*
8	5.5	1.5	0.36	–
9	20.3	0.5	4.2	–
10	–	–	–	–
11	9.7	5.2	0.1	–
12	1.24	–	0.51	–
	106.6	59.5	44.0	77.6

* 38.3 acres are used by the C.P.R. Railway Yards, being zoned for commercial use

Source: Measurements by Town Planning Consultants Limited

TABLE 35 COMMERCIAL LAND USE ON ALL LANDS COVERED BY RESTRICTED AREA BYLAW NO. 2367 (AS AMENDED) CITY OF SAULT STE. MARIE

Planning District No.	Used Acres (all zones)	Zoned Acres	Used Acres (in commercial zones only)	Non-Conforming commercial uses
1.	62.2	116.2	49.9	12.3
2.	8.2	20.5	6.8	1.4
3.	7.0	1.8	1.8	5.2
4.	–	–	–	–
5.	28.9	82.7	26.33*	2.57
6.	9.9	15.5	5.8	4.1
7.	6.3	99.2	5.7	0.6
8.	7.2	12.86	5.5	1.7
9.	17.6	39.5	14.5	3.1
10.	–	–	–	–
11.	6.5	19.6	4.6	1.9
12.	1.0	1.7	–	1.0
	154.8 (155)	409.5	120.9	33.9

* A Shopping Centre was opened in 1961 utilizing an additional 10 acres

Note: Non-conforming Commercial land uses are as follows:

in industrial zones – 16.1 acres
in residential zones – 17.8 acres
Total 33.9 acres

Source: Measurements by Town Planning Consultants Limited

1. H. Bartholomew – Land Uses in American Cities.

FUTURE COMMERCIAL LAND REQUIREMENTS (Tables 37 & 38)

It is anticipated that as the population of Greater Sault Ste. Marie and its region grow, the commercial facilities will expand.

An analysis of the population, purchasing power, trading area, and performance of its commercial facilities, reveals the following:

The estimated 111,000 population of 1980 should have a retail purchasing power of $119,000,000, based on the projected retail sales of $1067 per capita (expressed in 1949 dollars).

Assuming an average retail performance of $63.25 (1949 dollars) per square foot, and a 6:1 land area to floor space ratio,[1] 259 net acres will be required for retail commercial purposes. Other commercial uses, normally requiring one and a half times the amount of land used for purely retail uses, would need an additional 389 net acres, making a total commercial requirement of 648 acres. In estimating this amount, the following requirements have been used as a guide: the need for such lands; the provision of adequate off-street parking and attractive up-to-date shopping facilities in terms of landscaped open space and pedestrian walks, the reduction of congestion,the provision of convenient and safe access for shoppers, and the minimizing of encroachments and interference with adjacent residential areas.

TABLE 37 FUTURE COMMERCIAL LAND REQUIREMENTS

Anticipated Population (1980)	111,300			
Estimated Retail Sales/cap (in 1949 dollars)	$1067			
Annual Sales/gross square foot	$63.25			
Gross Retail Floor Space required	1,880,000 sq. ft.			
Open Space (including parking)	9,400,000 sq. ft.			
Total Retail space requirements	11,280,000 sq. ft.	or	259 acres	40%
Non-Retail Commercial Uses (1½ times retail)			389 acres	60%
Total Commercial Requirement			648 acres	100%

TABLE 38 CLASSIFICATION OF EXISTING AND FUTURE COMMERCIAL LAND USES – GREATER SAULT STE. MARIE

	1959 acres (estimated)	1980 acres (estimated)
Retail Commercial	112.6 acres	259 acres
Office	2.8	13.3
Service Stations	14.2	56.3
Miscellaneous Commercial	156	319.4
Total	285.6 acres (measured)	648 acres

DISTRIBUTION OF FUTURE COMMERCIAL FACILITIES BY TYPES AND LOCATIONS

LAND REQUIREMENT BY TYPES

Tables 37 and 38 indicate that of the total 648 acres required by 1980, 259 acres (or a little more than double that of 1959) will be needed for retail commercial purposes. Similarly, the miscellaneous commercial uses will be increased by 100%. Although small in acreage, a substantial increase in office space and service station lands is estimated.

FUTURE OFFICE SPACE REQUIREMENTS

It is anticipated that by 1980 further urbanization, coupled with the expansion of governmental,business and professional operations and modern working facilities, will result in an increase in office space intensity to at least 15,000 sq. ft. per thousand persons, of a total of 1,665,000 sq. ft. of office floor space.

Based on a Floor Space Index[2] of 3.0, the total "land" requirements will be 555,000 sq. ft. or approximately 13 acres.

FUTURE SERVICE STATION REQUIREMENTS (Table 39)

In the expectation that the service stations of the future will expand into neigh-

TABLE 39 FUTURE SERVICE STATION LAND REQUIREMENT

	City 1960	Greater Sault Ste. Marie 1960	Urban Area 1980	Greater Sault Ste. Marie 1980
Population	42,356	62,985	103,000	111,000
Vehicles	12,820*	18,324	51,500	55,500
Persons per Vehicle	3.3	3.3	2.0	2.0
Vehicles per Station	346	321	460	428
Stations	37**	57**	112	135
Estimated average size of station	.25 acres	.25 acres	0.4 acres	0.5 acres
Total estimated acreage of service stations	9.2 acres	14.2 acres	44.8 acres	56.3 acres

* Estimated by Town Planning Consultants Ltd.

Source:

** City Telephone Directory, Sault Ste. Marie. 1959.

1. for parking, landscaped area, pedestrian malls, access lanes, buffer strips.
2. see definitions

PLATE 35 COMMERCIAL ZONES IN THE CITY

PLATE 36 PROPOSED COMMERCIAL USES IN THE URBAN AREA

bourhood convenience centres, consideration should be given to the amount of land to be designated for such purposes. This will depend on the ratio of vehicles registered to population.

In 1960, 18,324 vehicles were registered in Greater Sault Ste. Marie. This number is expected to increase to 55,500 by 1980, to give an intensity of 2 persons per vehicle.[1]

The average lot size of service stations is expected to increase to 0.4 acres in the city and to 0.5 acres in the outlying areas. It is assumed that the number of service stations will increase and there will be a trend towards larger stations in order to provide increased facilities. It is also assumed that the density of retail gasoline outlets in relation to "motor vehicle" population will increase by about 1/3, resulting in a density of about 460 cars per station.

FUTURE MISCELLANEOUS COMMERCIAL USES

Most of the commercial uses, such as retail, office and service stations, are sensitive to locations as a factor to success. They are dependent upon the extent to which they can be located in well situated and organized centres.

There are many other types, covering such activities as motels, commercial, recreation and entertainment, auto sales, drive-in service restaurants, bowling alleys, used car lots, and a wide variety of service businesses which are basically commercial in nature. Most of them require isolated locations on highways and major streets, while others may locate in industrial areas. At present they occupy a total of about 156 acres. It is expected that these uses will increase at a rate which is roughly comparable to the anticipated registration of cars and will total about 319.4 acres by 1980.

LAND REQUIREMENTS BY LOCATIONS (Tables 40 and 41, Plate 36)

CENTRAL BUSINESS DISTRICT

Of the amount of 648 acres of total commercial land requirement, the Central Business District will undoubtedly need its share for expansion as well as for renewal.

The increase in retail shopping land use is anticipated due to the increase of population, tourist trade and purchasing power. The present 62.2 acres of area of the Central Business District corresponds to an intensity of 1.22 acres for 1000 persons, based on the present population of about 60,000 of Greater Sault Ste. Marie.

It is estimated that by 1980, on the basis of 1.95 acres per 1000 persons, it will require about 200 acres for all commercial uses and 40% or 80 acres for retail shopping uses only.

TABLE 40 DISTRIBUTION OF FUTURE COMMERCIAL LAND USES BY GEDGRAPHIC AREAS

Trade Area	Existing 1959 used acres	Full Development 1980 anticipated acres	
1. West urban area	14.9	90	)
2. North-Centre urban area	66.8	184	) 348
3. East urban area	46.1	74	)
4. Central Business District	62.2	200	
5. Rural hinterland	95.6	100	
	285.6 acres	648 acres	

Source:

Land Use Surveys – Town Planning Consultants Limited
Assessment Records–Sault Ste. Marie, Tarentorus and Korah.

TABLE 41 FUTURE COMMERCIAL LAND USE IN NEIGHBOURHOODS AND DISTRICTS (1980), KORAH AND TARENTORUS

1. Township of Korah.	Urban Area. Approx. area acres	Ultimate estimated population	Commercial acres
North Bayview	430	4,730	2.3
Chippawa	660	4,620	2.3
Brunswick	320	3,520	1.7
District facilities serving: Bayview, Chippawa & Brunswick			5.1
	1,410*	12,870	11.4
2. Township of Tarentorus	Urban Area.		
Northern Heights	490	3,920	2.0
North Pine	1,130	9,040	4.5
Elliott	360	2,880	1.5
Eastside	890	7,120	3.5
District facilities serving:			
Northern Heights and North Pine			5.2
Elliott and Eastside			4.0
	2,870**	22,960	20.7

* By plan measurement 1,408 acres
** By plan measurement 2,872 acres

Source:

Proposed Official Plan of the Sault Ste. Marie & Suburban Planning Area, P. 31 by Town Planning Consultants Ltd.

1. Interim report, M.M.Dillon and Company Ltd., August 1961

The intensity of 1.95 acres per 1000 people is estimated on the basis of 103,000 people by 1980, and a reduction of building coverage from 80% to 50% in accordance with urban renewal plans.

THE OUTER URBAN RING (Table 41)

In the urban trade areas, the retail commercial facilities fall into three types: The isolated stores and service shops, often in the same building with residential facilities. These are the remnants of the familiar grocery stores, generally located at the edge of residential neighbourhoods.

The linear shopping districts, which usually consist of a number of stores and shops under a variety of ownerships. They range in size from the very small districts serving an adjacent neighbourhood with convenience goods and personal services, to larger districts containing appliance stores, cafes, repair shops, and a variety of other shopper's goods and services, as well as the convenience items of food, drugs and hardware.

Shopping centres under one ownership and management. These may range in size from neighbourhood types with from 5 to 10 stores, handling only convenience goods and personal services, to regional centres with junior department stores.

Both the isolated cluster of stores and the linear shopping districts with marginal businesses will continuously represent problems and should be designated as non-conforming uses by a Comprehensive Zoning Bylaw, thus being eliminated in the course of time.

Major attention should be paid to the development of shopping centres in order to replace the undesirable types of retail stores and provide new facilities for new residential areas.

Additional commercial facilities to serve local needs will be required in new residential areas. Shopping Centres ranging in size from neighbourhood types with from 5 to 10 stores handling only convenience goods and personal services, to district centres with 15 to 30 stores should be closely related to the location and density of population to be served.

If those parts of the three Urban Trading Areas in Korah and Tarentorus are to develop fully, the retail needs will be met in part by local shopping centres. In Korah, a total of 6.3 acres will be required for local and 5.1 acres for district retail facilities. Similarly, Tarentorus will require a total of 11.5 acres of local and 9.2 acres of district retail facilities. In addition to these uses, service stations, motels, drive-in theatres, etc. will be required for highway commercial facilities, aimed particularly at the travelling public.

THE RURAL HINTERLAND

With an ample amount of land designated for urban uses within the period envisaged, it is anticipated that little or no commercial expansion need take place outside of the Urban Area. For this reason, 100 acres (approximately equal to the present highway commercial use) has been designated for commercial activities. A portion of this will be located adjacent to the new airport,principally in service commercial uses, including hotels, motels, restaurants, auto rental agencies, service stations and open air theatres.

TABLE 42 OPEN SPACE – GREATER SAULT STE. MARIE (1959)

	Acres	%
Planning Districts 1-12 (Public active & passive recreational areas)	157.71*	
Planning Districts 13-22(Public active & passive recreational areas)	245.57	
	403.28	29.5%
Golf Courses	200.02	14.6
Burial Grounds	66.0	4.8
Ravine Lands – Public & Private (approx.)	700.0	51.1
	1,369.3	100%

* This figure includes 151.2 acres of public recreational land in the City of Sault Ste. Marie, and a total of 6.51 acres located in Planning Districts Nos. 4 and 8 outside the city boundaries.

15. THE PLAN FOR OPEN SPACES

The provision of open spaces for recreational and green buffer areas to break up the urban scene has become a public responsibility, since it cannot be accomplished adequately by the private sector of the municipal economy. Open spaces, such as parks, playgrounds, ravines and even burial grounds, play an important role in the urban environment and in the appearance of the community.

EXISTING CONDITIONS (Plate 37, Table 42)

In 1959 the open space area within Greater Sault Ste. Marie amounted to 1369.3 acres, of which 403 acres or about 29.5% was designated for public recreational purposes. Golf courses accounted for 200 acres or 14.6%; burial grounds for 66 acres or 4.8%, and ravine lands for approximately 700 acres or 51.1%. The major portion of ravine lands is in private ownership, and is often contiguous or part of house lots in the residential areas. Nevertheless, ravine lands are seldom built upon and provide a substantial part of the permanent open space in the city and throughout Greater Sault Ste. Marie.

The distribution of public recreational areas by Planning Districts is shown in Tables 43 and 44. It is noteworthy to mention that there is a city owned park located outside the city limits in the Township of Tarentorus, in Planning District No. 20. Table 45 shows the location and size of two golf courses; both are owned by private clubs. Burial grounds are located in relation to population concentrations, but there are no such grounds of substantial size to function as major open space or buffer area (Table 46). The ravines, providing the largest amount of open space lands, form practically an inner green belt within the built-up area. They are well distributed, both within the city and in the townships. The largest acreages are situated in Districts No. 13 and 18 (Table 47).

TABLE 43 EXISTING PUBLIC PARKS, PLAYING FIELDS AND PLAYGROUNDS BY PLANNING DISTRICT

Planning District No.	Acres (1959) **
1	9.64
2	45.66
3	53.6
4	3.17
5	4.2
6	10.01
7	5.97
8	14.38
9	3.03
10	–
11	2.6
12	5.5
Total	157.71 acres

** 1" – 200' Functional Land Use Maps prepared by Town Planning Consultants Limited, June 1960

The total recreational area of the city, including the privately owned golf course, is 290.81 acres. It consists of six district parts, four neighbourhood parks, six playing fields and playgrounds, plus the fair grounds (Table 48). Most of the city's recreational land is developed or landscaped. In the townships there are two parks, one owned by the city, and one golf course (Table 49).

In relation to the area it serves, the recreational lands in Greater Sault Ste. Marie amount to 603 acres or 0.74% of the total area of 81,325 acres. For the city, the 290.81 acres of recreational land represent 5.2% of its total area of 5,507 acres. This is little more than the 5% land dedication for park purposes required in new subdivisions, in accordance with the Planning Act of the Province of Ontario.

INTENSITY

For Greater Sault Ste. Marie, the total recreational area, including privately owned golf courses, amounts to 10.1 acres per 1,000 population. Considering the public recreational areas only, this represents 6.8 acres per 1,000 population (Table 50).

For the city, the total recreational area corresponds to 7.0 acres per 1,000 population. Excluding the privately owned golf course, it represents 3.5 acres per 1,000 population only (Table 51)

STANDARDS

For the purpose of examining adequacy of the provision of various types of open space uses, the following standards were applied:

Community-wide requirements consisting of ravine land, burial grounds, riverside parkways, conservation areas, regional parks, golf courses, natural reserves and neighbourhood recreational facilities: 10 acres per 1,000 population. This standard is recommended by the National Recreation Association and has been adopted by a large number of municipalities in Canada and abroad. Undoubtedly, for Greater Sault Ste. Marie, which is adjacent to the whole of the Algoma wilderness, allowance may be made for conservation areas and regional parks outside the Planning Area.

For city-wide parks, 5 acres per 1,000 population was adopted, providing a variety of active and passive recreational facilities.[1] These generally serve a population within 3½ miles radius, incorporating open space functions with an appeal to a group of neighbourhoods, rather than to one specific locality.[1]

For district parks, 2.5 acres per 1,000 population was applied, to serve a population within 1½-2 miles.[1]

For local parks, the basis was 2.5 acres per 1,000 population, depending on the density and distribution of population to be served in particular neighbourhoods.[1]

TABLE 44 RECREATIONAL AREAS, PARKS, PLAYING FIELDS AND PLAYGROUNDS (1959)

Planning District	Acres
13	–
14	75
15	–
16	–
17	–
18	–
19	–
20	170.57
21	–
22	–
	245.57 acres

TABLE 45 GOLF COURSES (1959)

Planning District		Acres
3	Sault Ste. Marie Golf Club	139.59
20	Root River Golf Club	60.43
		200.02 acres*

* Planimeter measurement

TABLE 46 BURIAL GROUNDS* (1959)

Planning District	Name	Acres
18	Greenwood Cemetery (4th Line)– Township of Korah	36.97
16	Holy Sepulchre (4th Line)– Township of Korah	17.775
19	Old Cemetery (Highway 17N)– Township of Tarentorus	6.399
2	Cemetery, S. Heavenor and E. Pine, City	2.2
20	Cemetery west of Hiawatha Park, Township of Tarentorus	2.133
15	Cemetery located in the Gros Cap area, Township of Prince	0.7
		66.177 acres

* Source: Department of Defence, Army Survey Maps.

Source:
1. Ontario Planning, Page 3, Vol. 6, No. 2, February 1959

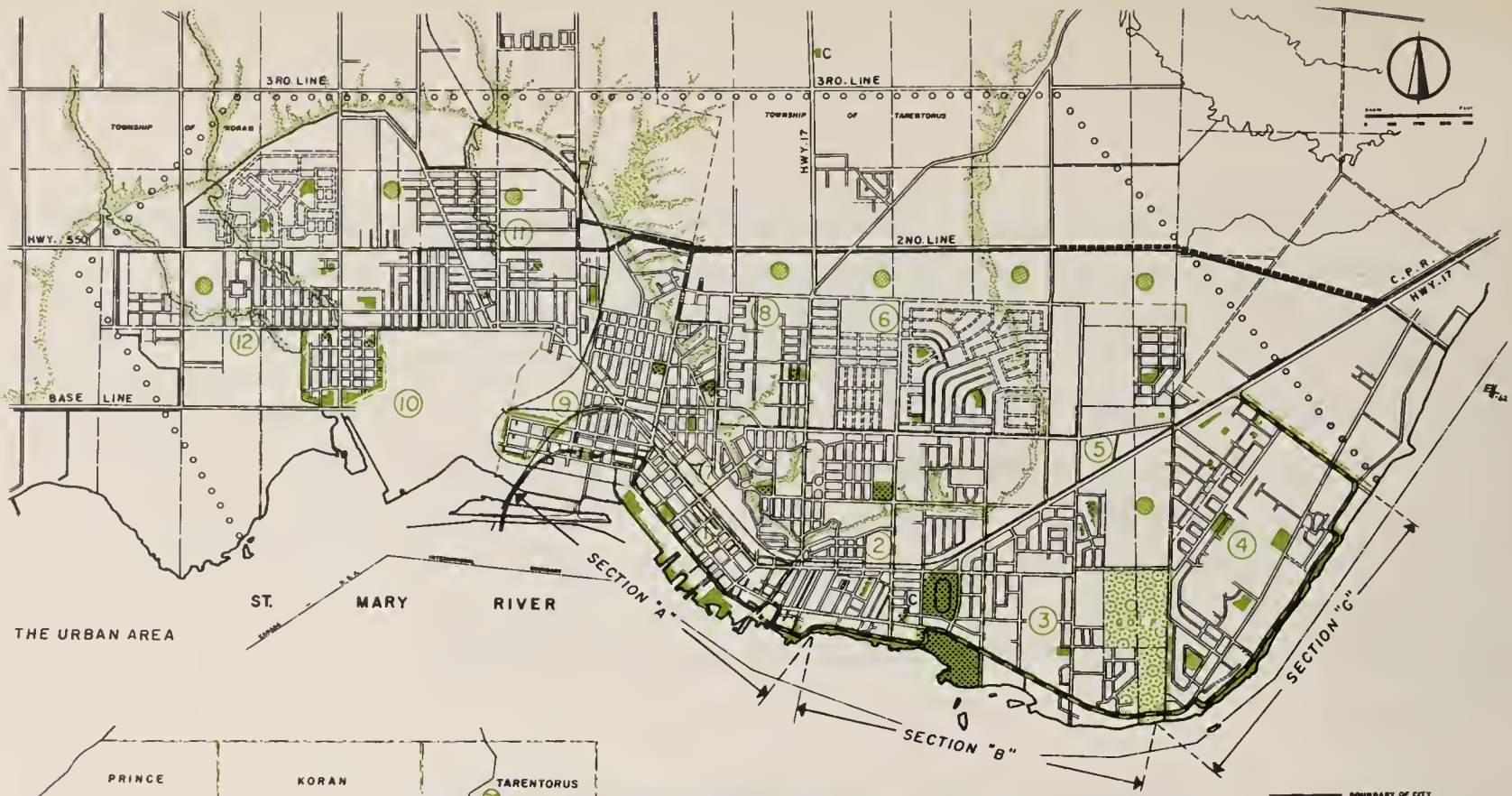


PLATE 37 THE PLAN FOR OPEN SPACE

The minimum size for such a park was established as 2.5 to 3 acres, being located within ½ mile radius of most age groups from all points of the residential area.[1]

A realistic standard for a golf course of 120 acres per 50,000 population, or 2.4 acres per 1000 population, was applied (120 acres being the normal size of an 18-hole golf course).[2]

For burial grounds, the requirements of 0.75 acres per 1000 population is generally accepted.[3]

The above standards have been adopted, partially or totally, by the following municipalities: Metropolitan Toronto, Ottawa, Kingston in Ontario; Glasgow in Scotland; Philadelphia in U.S.A. The variations depend generally on the size of the city and density of population, character of the regional area and climatic conditions.[4]

DEFICIENCIES (Table 52)

Based on the above standards, an analysis of the existing conditions shows the following deficiencies:

Excluding the privately owned ravine lands of about 700 acres of golf courses owned by private clubs and the 66 acres of cemeteries, the open space in Greater Sault Ste. Marie totals 403.3 acres. This represents 6.8 acres per 1000 population compared to the standard of approximately 10 acres per 1000 population for public open space facilities of all types. The shortage is 3.2 acres per 1000 population.

TABLE 47 RAVINE LANDS (1959)

Planning District	Acres
2	22.7
6	42.4
7	33.3
8	39.4
12	44.4
13	118.1
15	86.9
17	84.9
18	112.1
19	42.3
20	14.0
21	43.4
Total	683.9

SOURCES:

1. Ontario Planning, Page 3, Vol. 6, No. 2, February 1959.
2. Urban Land Institute, Technical Bulletin, Vol. 20, May 1959.
3. Glasgow Department of Health
4. Ontario Planning, Page 3, Vol. 6, No. 2, February 1959.

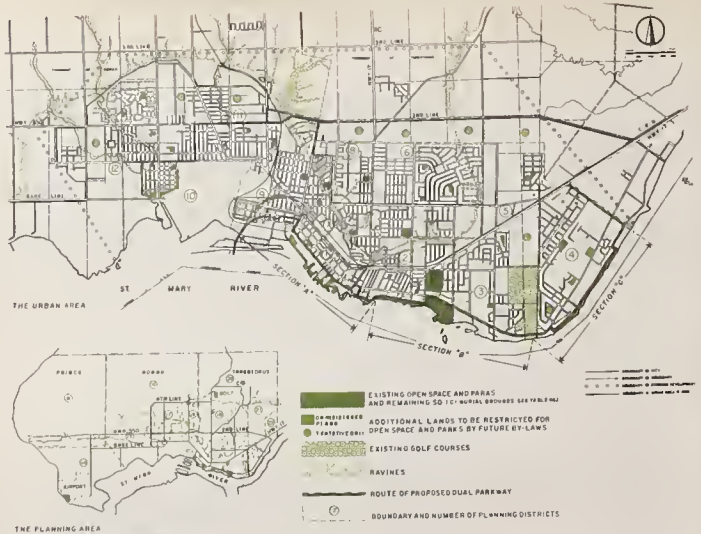

THE URBAN AREA
ST MARY RIVER
SECTION "A"
SECTION "B"
SECTION "C"
THE PLANNING AREA
EXISTING OPEN SPACE AND PARKS AND REMAINING SOLDIERS' BURIAL GROUNDS SEE TABLE 40
ADDITIONAL LANDS TO BE RESTRICTED FOR OPEN SPACE AND PARKS BY FUTURE BY-LAWS
EXISTING GOLF COURSES
RAVINES
ROUTE OF PROPOSED DUAL PARKWAY
BOUNDARY AND NUMBER OF PLANNING DISTRICTS

PLATE 37 THE PLAN FOR OPEN SPACE

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TABLE 41 RAVINE LANDS (1965)

Planning District	Acres
2	22.7
6	42.4
7	33.3
9	39.4
12	94.4
13	118.8
15	86.9
17	84.9
18	112.1
19	82.3
20	14.0
21	62.4
Total	663.9

SOURCES:

1. Ontario Planning, Page 3, Vol. 6, No. 2, February 1959
2. Urban Land Institute, Technical Bulletin, Vol. 29, May 1955
3. Glasgow Department of Health
4. Ontario Planning, Page 3, Vol. 6, No. 2, February 1959.

PLATE 38 THE RIVERSIDE PARKWAY
SEE KEY MAP PLATE 37

The city has a deficiency of 148.31 acres in playing fields and district and local parks. Parks and playing fields of local and district significance outside the city are negligible, totalling only 6.51 acres, and represent a deficiency of approximately 87 acres.

For parks of area-wide significance, the two parks serving Greater Sault Ste. Marie (city-owned Bellevue Park and Hiawatha Park) total 239 acres, thus exceeding the 210 acres required on the basis of 3.5 acres per 1000 population as suggested in the Metropolitan Toronto draft Official Plan.

Hence, the total existing deficiency in local and district facilities is approximately 235 acres, while parks of area-wide significance are adequate in total acreage.

OBJECTIVES

In light of these deficiencies, the objectives set out by the plan are:

to improve the urban environment by the provision of open and partly landscaped spaces throughout the entire community, in order to break up the monotony of the built-up areas;

to provide recreational space to meet the anticipated need, in accordance with established standards;

to provide facilities in accordance with distribution of the population.

FUTURE LAND REQUIREMENTS BY 1980 (Table 52, Plate 37)

In order to guide long-range programmes for open space from a quantitative as well as a qualitative point of view, the following requirements have been estimated for 1980:

	Greater Sault Ste. Marie (acres)
Local and District Parks (including playgrounds and playing fields) (at 5 ac./1000)	555
Area-wide parks (at 3.5 ac./1000)	388
Golf Courses	240
Cemeteries (at 0.75 ac./1000)	83
Total	1266

The 555 acres of parkland in the urban area requirement consists of 277.5 acres of local, and 277.5 acres of district facilities. The local facilities will be devoted to about half for playground uses, and half for passive recreational areas. Similarly, the district facilities will be divided to provide half the area for playing field uses, and the balance for passive recreational areas

The area-wide facilities, including the golf courses, cemeteries, ravines and 700 acres of green space, embrace 1,411 acres.

TABLE 48 RECREATIONAL LAND USE IN THE CITY (1959)

Planning District No.		Acres
	Parks:	
3	Bellevue	53.6
1	Clergue	9.64
8	Moffley Hill	5.99
12	Bayview	2.6
9	Central	2.4
11	Korah Road	1.4
		75.63 acres
2	Neighbourhood Parks	3.49
2		1.01
5		4.2
9		0.63
		9.33
3	The Sault Ste. Marie Golf Club	139.59
2	The Fair Grounds	41.13
6	Playing Fields and Playgrounds	10.01
8		5.05
7		3.4
12		2.9
7		2.57
11		1.2
		25.13 acres

Total Recreational Land Use in the City = 290.81 acres

TABLE 49 RECREATIONAL AREAS OUTSIDE THE CITY (1959)

Planning District No.		Acres
8	Public and Private Playing Fields	3.34
4	Public Parks – Neighbourhood	3.17
	Area-wide Parks:	
20	Hiawatha Park, Township of Tarentorus	170.57
14	City Park, Township of Korah	75
	Golf Course:	
20	Root River Golf Club, Township of Tarentorus	60.43
		312.51

TABLE 50 INTENSITY OF RECREATIONAL AREAS IN GREATER SAULT STE. MARIE (1959)

Population – Greater Sault Ste. Marie (1959) 59,987	Total Area Recreational Acres	Acres per 1000 population
Public and Private Playing Fields	28.47	0.5
Golf Courses	200.02	3.3
Public Parks and Gardens:		
District	75.63	1.5)
Neighbourhood	12.5	)
Area-wide Parks	245.57	4.1
Miscellaneous (Fair Grounds)	41.13	0.7
	603.3	10.1

TABLE 51 INTENSITY OF RECREATIONAL AREAS IN THE CITY (1959)

Population – City (1959) 41,343	Total Area Open Space Acres	Acres per 1000 population
Public and Private Playing Fields	25.13	0.61
The Golf Course	139.59	3.3
Public Parks and Gardens:		
District	75.63	2.1
Neighbourhood	9.33	
Miscellaneous (Fair Grounds)	41.13	0.99
	290.81	7.0

THE RIVERFRONT AND RIVERFRONT PARKWAY (Plate 38)

Although provision has been made for all open space requirements, the comprehensive plan would be incomplete were consideration not given to redevelopment of the riverfront. Undoubtedly, individual projects will be undertaken along the riverfront in a piecemeal fashion without a general design pattern, and are likely to be less effective yet more expensive to carry out.

It is apparent also that redevelopment of the riverfront adjacent to the Central Business District forms part of the Urban Renewal Study. Hence it is essential to provide solutions to the four questions:

What must be removed from the redevelopment area?

What may be allowed to remain?

How can the essential industrial installations (whose operations demand an accessible water supply) be harmoniously related to the whole project?

What will be the ultimate use of the reclaimed area?

These questions will be answered in Part Two of this report.

This section is concerned primarily with the linking together of all open space uses into an harmonious development, which will transform the ugly and inefficient land uses of Greater Sault Ste. Marie into an attractive entity, based on long-term economics.

The objectives of the riverfront project are to provide:

desirable uses for all lands along the river in the nature of non-recreational functions, such as industrial, residential and institutional;

recreational uses, such as aquatic activities, beach facilities, landscaping and passive recreation.

The basic concept is to connect the bridge plaza with the riverfront as a tourist attraction, and to extend the open space system to include parts of the riverfront by joining together the land and the river for the enjoyment of a greater number of people.

The backbone of the riverfront system is a parkway of about five miles in length. It runs for part of its length on flat bottom land, then climbs to the top of the bank on the right-of-way of Shannon Road, and again to the river's edge, instead of monotonously hugging the waterline mile after mile.

Along this route are planned, or already located, beaches, marinas, hospitals, residential developments, industrial buildings, parks and a golf course. The drive thus takes advantage of the slight differences in elevation which characterize this section of Sault Ste. Marie, and brings to the riverfront a surprising variety of scenic effects. Another advantage is the connection of all park areas

TABLE 52 LOCAL AND DISTRICT PARK FACILITIES – INTENSITY AND DEFICIENCY ANALYSIS (1959)

Planning District No.	1959 Population	Acreage of Neighbourhood & District Parks	Existing Intensity (acres/1000)	Requirements of existing population (based 5 ac/1000) acres	Present Deficiency (acres/1000)
1	3,805	9.64	2.53	19	2.47
2	4,775	4.53	0.95	24	4.05
3	2,583	Nil	served by Bellevue Park	13	5.0
4	1,596	3.17	1.99	8	3.11
5	1,805	4.2	2.32	9	2.78
6	4,113	10.01	2.42	21	2.58
7	5,526	5.97	1.08	28	3.92
8	6,738	14.38	2.14	34	2.86
9	6,344	3.03	0.48	32	4.52
10	–	–	–	–	–
11	8,693	2.6	0.30	43	4.70
12	4,284	5.5	1.29	21	3.71
	50.262	63.00	1.25	252	3.75

City-wide facilities:

Bellevue Park	54 acres
Sault Ste. Marie Golf Course	140 acres (private)
Fair Grounds	41 acres (specialized)
	235 acres

Standards:

Local Parks	Playgrounds	1.25 ac/1000
	Passive	1.25 ac/1000
District Parks	Playfields	1.25 ac/1000
	Passive	1.25 ac/1000
Total		5.0 ac/1000

Source for standards: Ontario Planning: Vol.6, No. 2,1959. Page 3.

TABLE 53 LOCAL AND DISTRICT PARK REQUIREMENTS – 1980

Planning District No.	Anticipated Population 1980	Estimated Requirements (@5 ac/1000) acres	Existing Provisions	Additional Area to be Provided
1	4,200	21	9.64	11.4
2	6,500	32	4.53	27.5
3	5,900		served by Bellevue Park	
4	7,100	35	3.17	31.8
5	8,000	40	4.2	35.8
6	16,000	80	10.01	70.0
7	12,000	60	5.97	54.0
8	10,800	54	14.38	39.6
9	7,000	35	3.03	32.0
10	–	–	–	–
11	12,200	61	2.6	58.4
12	8,700	43	5.5	37.5
Chippawa	4,600	23	–	23.0
	103,000	484	63.00	421.0

Area-wide Facilities (Greater Sault Ste. Marie)

Parks @ 5 ac/1000	555 acres
Golf courses @ 120 ac/50,000	240 acres
Fair Grounds (existing)	41 acres
	836 acres

Source for Standards: Ontario Planning: Vol. 6, No. 2, 1959.

TABLE 54 REQUIREMENTS FOR GREATER SAULT STE. MARIE (1980) PUBLIC RECREATIONAL AREAS

Population of Greater Sault Ste. Marie 1980	111,000	Standards per 1000 acres	Requirements Acres
Parks:	Neighbourhood	2.5	277.5
	District	2.5	277.5
	Area-wide	3.5	388.5
		8.5	943.5

Including an allowance of 2.4 acres/1000 persons for a Golf Course (120 acres being the normal size of an 18 hole course*)

	Acres
Public recreational requirements for Greater Sault Ste. Marie (1980)	943.5
Golf Course	240.0
	1,183.5

* Source for Golf Course requirements:
Urban Land Institute, Technical Bulletin, Vol. 20, No. 5, P. 4. - May 1959

along the riverfront with the open space lands in the ravines via Pine and Lake Streets. It also releases the land along the edge of the river for recreational use. The route followed by the drive is shown on Plate 38. It is designed primarily as a pleasure drive, but its scenic beauty will undoubtedly attract some traffic to and from the Central Business District to the residential areas on the east of the community. It will be built at grade level and will have four lanes, with a planting strip in the middle.

Greater Sault Ste. Marie, on which nature has bestowed certain gifts, should exploit and display them to advantage. Not to use the riverfront would be wasteful. Even sites which require exclusive use can be fitted into a general picture physically and visually.

16. THE RESIDENTIAL PLAN

DEFINITIONS:

For the purpose of this section, the following definitions were adopted:

FAMILY: consists of a husband and wife (with or without children) or a parent with an unmarried child (or children) living together in the same dwelling. One or more families may reside in the same dwelling.

DWELLING: means a structurally separate set of living premises, with private entrance from outside the building, or from a common inside hallway or stairway.[1]

VACANT DWELLING: means a dwelling suitable for occupancy, but unoccupied at the time of the Census.[2]

HOUSEHOLD: A person, or group of persons, occupying one dwelling is defined as a household. Every individual is a member of some household. A household usually consists of a family group, with or without servants or lodgers. The number of households will thus be equal to the number of occupied dwellings.[3]

RESIDENTIAL BUILDING: means a structure, together with land upon which it is situated, intended for human habitation, comprising one or more dwelling units.

HOUSING: means the totality of all the residential buildings within a residential area, together with the accessory community utilities, services and facilities.

OBJECTIVES

In light of the anticipated population increase, the land which may be expected to come into development in the next 20 years will be largely residential.

Sources:

1. Dominion Bureau of Statistics, Bulletin 3-1, 1951, Vol. 3, Table 127-130 "Families".
2. Economic Survey of Ontario – 1956 (quoting D.B.S. sources).
3. D.B.S. Bulletin 1-14, 1956 – Introduction.

The fundamental objectives of the Residential Plan, therefore, are to estimate future housing and land requirements, designating certain areas of Greater Sault Ste. Marie for residential use in order to provide and maintain good living amenities and environment for all income and social groups. To this end it proposes:

A plan for housing requirements, including a policy for housing quality

A plan for residential land requirements, including a policy for density standards of dwellings and population

A plan for distribution of dwellings, including a policy of neighbourhood groupings and standards for community facilities

THE ROLE OF HOUSING:

For Greater Sault Ste. Marie and its component municipalities, housing constitutes the largest portion of tax base. It also represents the major capital investment in the community by private enterprise and by public authority in terms of municipal utilities, services and facilities.

THE CHANGE IN NATURE OF HOUSING:

In its brief presented to the Royal Commission on Canada's Economic Prospects by the Central Mortgage and Housing Corporation in 1956 (Page 9,) it is said: "... The housing stock and the way it is used change slowly from year to year, but may undergo startling transformations over a generation. Changes come about through the addition of new houses, through the aging, improvement and destruction of dwellings, and through shifts in the way people use the dwelling stock, the number of units they leave vacant, the number they overcrowd and the number they abandon or condemn..."

HOUSING CONDITIONS

HOUSEHOLDS – CITY OF SAULT STE. MARIE – 1956

Of the total population of 37,329, 96.2% lived in households and 3.8% were resident in hotels, boarding houses, residential schools and institutions, or similar non-household accommodation (Table 55)

HOUSEHOLD SIZE:

It is significant to note that while the population between 1951 and 1956 increased by 15%, the households increased by 16.7% (Table 56). This meant a decrease in the average number of persons per household from 4.1 in 1951 to 3.9 in 1956 (Table 57)

PRESENT HOUSEHOLDS AND SIZE IN GREATER SAULT ST. MARIE:

On the basis that the present population is 59,450, and that the average household size is 3.9, it is estimated that there are 15,350 households in the Greater Sault Ste. Marie area. This estimate is confirmed by spot checks and by Assessment Department estimates which show less than 2% variance.

TABLE 55 POPULATION AND HOUSEHOLDS

City of Sault Ste. Marie (1956)	Population No.	%
Total population	37,329	100
Population in households	35,928[1]	96.2
Non-household population	1,401	3.8

Source:
1. D.B.S. 1956 Census–Population–Households by Size, Bulletin 1–13, Table 33–3

TABLE 56 INCREASE OF POPULATION AND HOUSEHOLDS: 1951 – 1956

City of Sault Ste. Marie[1]	1951	1956	% Increase
Population	32,452	37,329	15.0
Households	7,856	9,169	16.7

Source:
1. D.B.S. 1956 Census–Population–Households by Size, Bulletin 1–13, Table 32–13

TABLE 57 AVERAGE NUMBER OF PERSONS PER HOUSEHOLD AND FAMILY– CITY OF SAULT STE. MARIE

	1951	1956	% Increase
Population	32,452	37,329	15%
No. of families	8,124	9,127	12.3%
No. of households	7,855	9,169	16 7%
Average No. of persons per household	4.1	3.9	
Average No. of persons per family	3.5	3.6	

Sources:
D.B.S. – 1951 Census – Bulletin 3–1
D.B.S. – 1956 Census – Bulletins 1–6 & 1–16

FAMILY AND NON-FAMILY HOUSEHOLDS (Table 58)

In 1956, of the 9,169 households in the city, 8,360 or 91.2% were family households, and 809 or 8.8% non-family households. The family households consisted of 85.2% non sharing, 5.6% two families, and 0.4% of three or more families.

There were 67.45% or 6,188 households consisting of 1–4 persons, and 32.55% with 5 or more persons, out of which there were 126 households or 1.3% of the total which had 10 or more persons.

It is evident that single-family households constituted a very high percentage of all households.

The non-family households were composed of 5.9% one-person, and 2.9% two or more persons.

Of the 9,169 households, there were 8,160 or 89% without lodgers; 5.1% with one lodger; 3% with two lodgers; 2.9% with three or more lodgers (Table 59).

TABLE 58 FAMILY AND NON-FAMILY HOUSEHOLDS

	1956 Number	%
FAMILY HOUSEHOLDS		
No sharing	7,803	85.2%
Two Family	517	5.6%
Three or more families	40	0.4%
Total	8,360	91.2%
NON-FAMILY HOUSEHOLDS		
One person	538	5.9%
Two or more persons	271	2.9%
Total	809	8.8%
Total, all types	9,169	100.0%

Source: Dominion Bureau of Statistics 1956 Census, Bulletins 1–13 and 1–14

TABLE 59 HOUSEHOLD COMPOSITION – 1956

	Number	%
Household without lodgers (1956)	8,169	89%
With one lodger	467	5.1%
With two lodgers	272	3.0%
With three or more lodgers	261	2.9%
Total households	9,169	100.0%

Source:
Dominion Bureau of Statistics 1956 Census – Population Household Composition, Bulletin 1–14, Table 38.2

DWELLINGS

DWELLING STOCK:

In 1959 the total number of dwelling units in Greater Sault Ste. Marie was 15,633[1], and in the urban area 13,466[2].

OCCUPIED DWELLINGS – 1959

In the urban area the total number of occupied dwellings was 13,266[2], and in the city 11,036 (Table 60.). For the city this was an increase over 1951 of about 3,180 units (Table 61)

OWNERSHIP AND RENTAL UNITS:

In 1951 the owner-occupied units in the city totalled 67.9%, decreasing by 1959 to 66.17%. In contrast, the owner-occupied units in the urban area increased to 70.44% (Table 60)

The rental units in the city increased from 32.1% in 1951 to 33.83% by 1959 (Tables 60 & 61).

TYPES OF DWELLING UNITS

In 1951, 67.8% of all occupied units in the city were single-family detached, and 28.7% apartments and flats. Single-attached units played a minor role, amounting to only 3.4% (Table 62).

TABLE 60 OWNER OCCUPED AND RENTED DWELLINGS: URBAN AREA AND CITY

1959	City of Sault Ste. Marie		Urban Area	
	No.	%	No.	%
Owner Occupied	7,272	66.17%	9,345	70.44%
Rented	3,764	33.83	3,921	29.56
Total Occupied Units	11,036	100.00%	13,266	100.00%

Source: Computation based on Municipal Assessment Records, 1959

TABLE 61 OCCUPIED DWELLINGS

	1951	Ratio of the total
Total occupied dwelling units	7,856	100%
Owner Occupied	5,331	67.9%
Rented	2,525	32.1%

Source: Economic Survey of Ontario – 1956

TABLE 62 RATIO OF DWELLING UNITS BY TYPES

City of Sault Ste. Marie (1951)	No. of Units	%
Single detached units	5,325	67.8
Single attached units	270	3.4
Apartments and flat units	2,255	28.7
Other units	6	0.1
Total occupied units	7,856	100.0%

Source: Economic Survey of Ontario–1956 Edition 1–1, Table C.24

Source:

1. estimated from Assessment Records
2. computed from Assessment Records

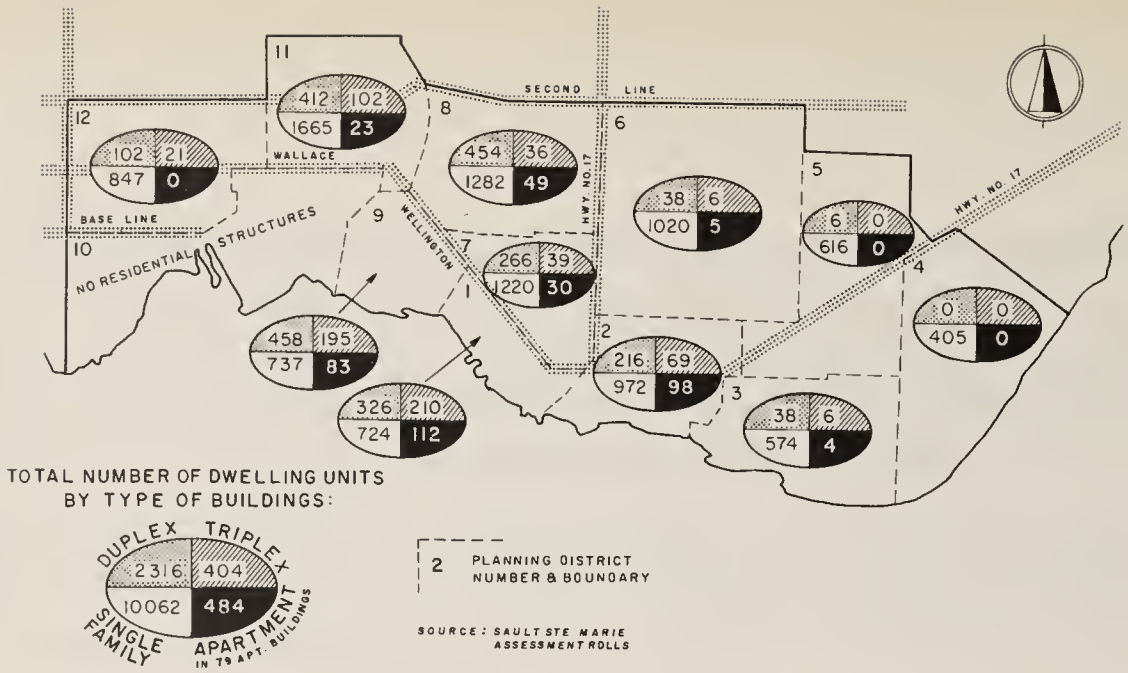

PLATE 39 TYPES OF DWELLING UNITS

DISTRIBUTION OF DWELLING UNITS BY TYPES (Plate 39) (Table 63)

By 1959, single-family detached units in the Urban Planning Districts totalled 74.7% – in fact this type of housing predominated over all other types.

Planning Districts 4–5 and 6 were exclusively monolithic single-family detached areas.

Planning District No. 9, in comparison to other Planning Districts, had the smallest number of single-family detached units,e.g. 50% only of the total number of dwelling units against 50% multiple-family units such as duplexes, triplexes and apartments. This was followed by Planning District No. 1, which had the largest number of triplex and apartment units, e.g. 23.6% against 23.7% duplex units.

The largest number of duplex units (31.2%) were in Planning District No. 9, while the largest number of apartment units (8.3%) were in District No. 1.

TABLE 63 DISTRIBUTION OF DWELLING TYPES IN THE URBAN AREA (by percentage) (1959)

Planning District No.	No. of Dwelling Units	Ratio of Dwelling Units			
		Single Family*	Duplex	Triplex	Apartments
1	1,372	52.7	23.8	15.3	8.2
2	1,355	71.8	15.9	5.1	7.2
3	622	92.3	6.1	.96	.64
4	405	100.0	–	–	–
5	422	99.4	.6	–	–
6	1,069	95.4	3.5	.6	.5
7	1,555	78.4	17.1	2.6	1.9
8	1,821	70.4	24.9	1.9	2.8
9	1,473	50.0	31.2	13.2	5.6
10		No Residential Use			
11	2,202	75.6	18.7	4.6	1.1
12	970	87.3	10.5	2.2	–
TOTAL	13,266	74.7	17.2	5.1	3.0

* Includes both attached and detached units

Source: Assessment Records, Sault Ste. Marie

TYPES OF RENTAL DWELLING UNITS

Rental units are available throughout the urban area in all types of buildings.

The largest percentage (62.7%) constitutes flats and apartment units in older structures, and are mostly available in the city due to convenience of central locations.

For the planning period it is anticipated that growing economic prosperity will further decrease the number of shared dwelling units, with up to date apartments constituting the major and preferred type of rental accommodation for small families, and various types of multiples and terrace housing predominating for larger families.

LOW RENTAL HOUSING – DEMAND

Surveys conducted in 1958[1] and in 1960[2] indicated the following:

"... There is practically no low rental housing accommodation in the city. Houses rent for up to $150.00 per month, and flats in converted houses are not available at less than $70.00 per month. It is difficult for families with children to obtain suitable accommodation. . ."

Source:

1. Effective Demand for Low Rental Housing – Dept. of Planning and Development, February 1958.
2. Report of the need for senior citizen's housing by Dept. of Planning and Development, February 1958.

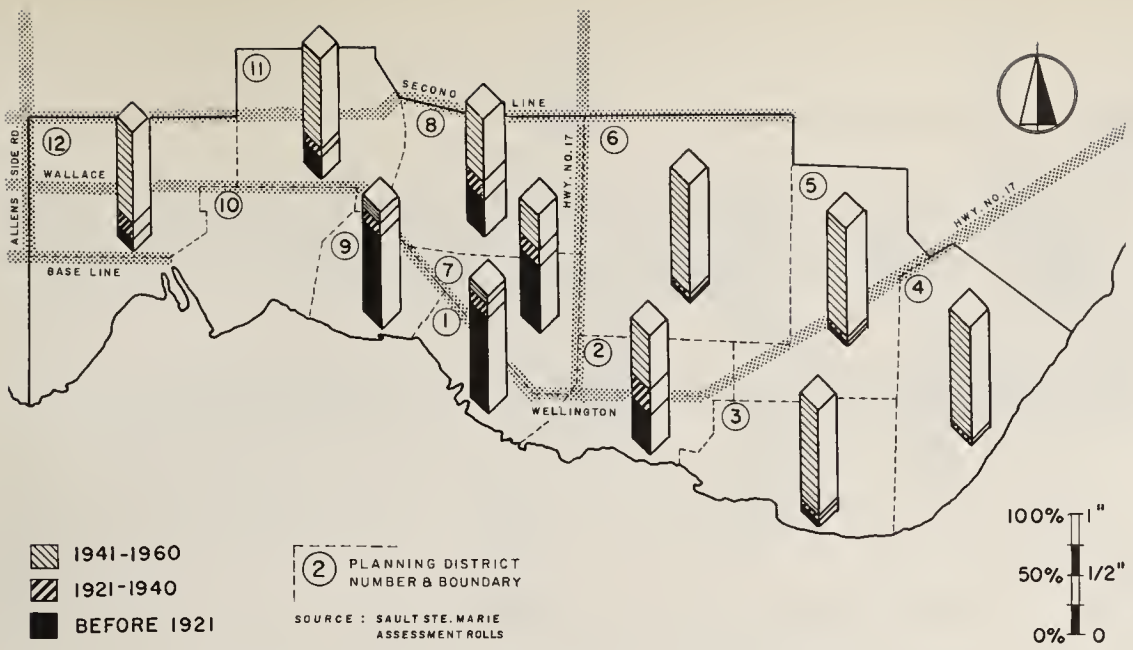

PLATE 40 AGE OF BUILDINGS (By Planning District)

"The survey concerning rent-paying capacity of 123 applicants involving 123 families with 296 children, showed that 5% could not pay any rent, 20% less than $48 per month, 21% between $48 to $60 per month, 30% from $60 to $70 per month, 19% from $70 to $80 per month, and /only 5% could pay $80 or more."

An analysis of the data obtained from interviews and questionnaires resulted in the following conclusions:

"...The greatest need is for accommodation for single people. 37.8% have no source of income other than their old age pensions of $55.00 per month, 68.9% are living in single rooms in private homes where they must share bath and room facilities, and have no privacy..."

QUALITY OF RESIDENTIAL ENVIRONMENT:

Sault Ste. Marie has grown and developed without any over-all concept – piece-meal and uncontrolled. This is strongly reflected in the condition of many of its residential areas.

AGE OF RESIDENTIAL BUILDINGS (Table 64, Plate 40)

In 1959, out of a total of 9,186 residential structures, over 42% were forty years old, and over 13% more than 60 years old; although these buildings may be safe structurally, they are obsolete in terms of equipment and amenities. 55% of all residential buildings in the urban area, and 45% in the city, were built after 1941, due largely to the availability of large tracts of land.

CONDITION OF RESIDENTIAL BUILDINGS (Plate 41)

In 1951, of the total 7,856 occupied dwellings in Sault Ste. Marie, 930 or 11.8% needed major repairs, against 9.8% for Ontario and 15.2% for Algoma. (Table 65)

According to Assessment Department records, in 1959, of the 9,186 residential buildings in the city, only 5.2% were in poor or substandard condition, and 50.9% in mediocre or average condition, versus the urban area where 7% of all structures were classified as poor or substandard, and 48% as mediocre or average. These

TABLE 64 AGE OF RESIDENTIAL BUILDINGS (1920)

	City		Urban Area	
	No.	%	No.	%
Before 1900	1,256	13.65	1,259	11
1901–1920	2,684	29.2	2,665	23
1921–1940	1,072	11.7	1,287	11
1941–1959	4,174	45.5	6,303	55
Total	9,186	100.0	11,514*	100

* The 11,514 residential buildings contain 13,466 dwelling units

Source:
Computation from Assessment Dept. records (Sault Ste. Marie, Tarentorus, and Korah)

TABLE 65 DWELLINGS IN NEED OF MAJOR REPAIR (1951)

	Algoma	Sault Ste. Marie	Ontario
Total Occupied	15,337	7,856	1,181,126
No. in need of major repairs	2,325 (15.2%)	930 (11.8%)	115,350 (9.8%)
No. not requiring major repairs	13,012 (84.8%)	6,926 (88.2%)	1,065,776 (90.2%)

Source: 1956 Ontario Economic Survey

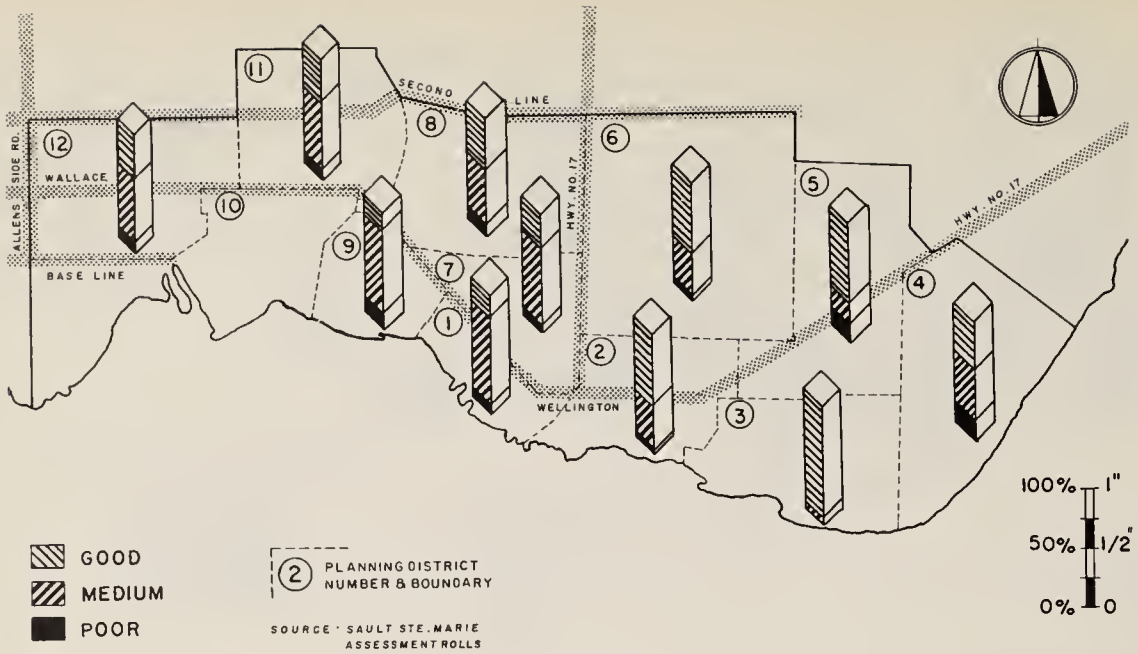

PLATE 41 CONDITION OF BUILDINGS (By Planning District)

ratings relate to individual buildings scattered all over the city and the urban area, and were on the following basis: (Table 66)

Good: (excellent – good plus – good – good minus)

"... These are homes of good construction, both in workmanship and materials. They are, in most cases, the more recently built ones – say within the past ten years or so, and, of course, meet the required N.H.A. standards, or are those of up-to-date modern construction and architecture. We have very few in the excellent category."

Fair: (medium)

"... The medium classification includes those houses built possibly as far back as 1940, and up to about 1950. They would be built according to N.H.A. standards as well."

Average: (mediocre)

"... The average classification covers the group of older houses from about 1919 back to the early 1900's and yet are in fairly good condition of repair etc. with the necessary plumbing, heating and lighting installed."

Poor: (substandard bad)

"... are those which are old and dilapidated. They may be sadly in need of repair or even beyond repair. They usually lack the necessary facilities for plumbing, heating and lighting or just have the minimum which is usually obsolete or worn out as well. Many of these could not meet today's construction standards."

"... Of course, in this classification, there are also those houses which have been poorly built – regardless of age. They are usually the type built by the owner himself with no training or experience in construction, and gradually he adds a little bit from payday to payday. Seldom are those completely finished."

By the same classification and ratings, the condition of residential structures by Planning Districts, as shown in Table 67, reveal the following:

TABLE 66 CONDITION OF RESIDENTIAL BUILDINGS

	City of Sault Ste. Marie		Urban Area	
	No.	%	No.	%
Poor – substandard	486	5.2	781	7
Average – mediocre	4,684	50.9	5,559	48
Fair	1,934	21.0	2,974	26
Good	2,082	22.9	2,200	19
	9,186	100	11,514	100

Source: Urban Renewal Study

TABLE 67 CONDITION OF STRUCTURES BY PLANNING DISTRICTS

Planning District	Total Dwelling Units	Good %	Fair %	Average Mediocre %	Poor and Substandard %
1	956	4.7	15 4	71 1	8.8
2	1,264	28.9	33.1	35.6	2.4
3	667	90.4	6 6	3.0	
4	379	8 8	35 6	39 0	16.6
5	469	46 2	21 9	17 2	14 7
6	1,033	26.2	36 3	34 4	3.1
7	1,318	9 0	20 5	64 9	5 6
8	1,589	15 6	33 4	43 7	7.3
9	1,146	3 0	15 5	69 3	12 2
10					
11	1,765	14 9	23 7	56 9	4 5
12	928	1 6	35 7	53 9	8 8
	11,514	19 1	25 8	48 3	6.8

Source – Urban Renewal Study

POOR: SUBSTANDARD STRUCTURES – The largest number (138) exists in District No. 9, the smallest number (31) in District No. 2. In District No. 3 there are none.

AVERAGE AND MEDIOCRE: – In District No. 11 is the largest number (1005) and the smallest number (6) is in District No. 3.

FAIR: – The largest number (538) is located in District No. 8 and the smallest number (58) in District No. 3.

GOOD: – District No. 3 consists prevailingly of 603 good structures, and the smallest number in this classification (15) exist in District No. 12.

OVERCROWDING

There are no extensive substandard areas in the city or in Greater Sault Ste. Marie. However, overcrowding in individual structures is evident. Such structures have been dispersed within the blocks of some of the urban renewal study areas, and are dealt with in Part Two of this report.

VACANCY RATE (Table 68)

Since 1956 when the number of vacant dwellings was 81 or 0.9% of the total 9,447, there has been little evidence of vacancies in low cost and low rental dwelling units. In the rental housing for middle-income class groups, the vacancy rate was below 4% in 1959.

RATE OF PRODUCTION OF DWELLINGS:

During the period of 1950 to 1959, 2,766 new dwellings were built in the city. This represented an average of 277 dwellings per year (Table 69). The greater number of dwellings (438) were built in 1953. During the following year, 1954, only 92 were built.

The annual average number of new dwellings per 1,000 population was 7.4, the highest being 12.0 in 1953 and the lowest 2.5 in 1954. (Table 70)

RECENT DWELLING UNITS BY VALUE (Table 71)

The estimated total cost of 2,766 new dwelling units built during the period between 1950 and 1959 amounted to about $30,000,000, representing a yearly average of $3,000,000. However, the average cost per dwelling has risen from $7,500 to $14,500. This increase is due in some measure to inflation, larger floor space and higher building quality.

TABLE 68 VACANCY RATE

City of Sault Ste. Marie	1956[1]	%
Occupied dwellings	9,169	97.0
Vacant dwellings	81	0.9
Dwellings under construction	197	2.1
	9,447	100%

Source:

1 D.B.S. 1956 Census – Population – Households by size, Bulletin 1–13, Table 33–3.

TABLE 69 NEW DWELLINGS – CITY OF SAULT STE. MARIE (1950–1959)

Year	New Dwellings
1950	210
1951	225
1952	298
1953	438
1954	92
1955	265
1956	339
1957	268
1958	317
1959	314
Total	2,766
Annual Average	277

Source: City of Sault Ste. Marie, Building Permits Dept. Report 1959.

TABLE 70 NEW DWELLINGS PER 1000 POPULATIDN CITY OF SAULT STE. MARIE (1950–1959)

Year	per 1000 population
1950	6.5
1951	7.0
1952	8.7
1953	12.0
1954	2.5
1955	7.0
1956	8.9
1957	6.7
1958	7.7
1959	7.6
Annual average	7.4

Source: City of Sault Ste. Marie – Building Permits Dept. – Report 1954
Computed by Town Planning Consultants Limited.

TABLE 71 NEW DWELLINGS AND THEIR ESTIMATED VALUES – CITY DF SAULT STE. MARIE (1950–59)

Year	New Dwellings	Value in $000's Total	Average per unit
1950	210	1,579.4	7.5
1951	225	1,930.5	8.6
1952	298	2,802.7	9.4
1953	438	4,219.8	9.6
1954	92	1,015.5	11.0
1955	265	2,795.9	10.5
1956	339	3,998.2	11.7
1957	268	3,446.8	12.8
1958	317	4,423.0	13.9
1959	314	4,573.7	14.5
Total	2,766	30,785.5	
Annual Average	277	3,078.5	

Source: City of Sault Ste. Marie, Building Permits Department

NEW DWELLINGS BY SOURCE OF FINANCING (Tables 72 and 73)

It is significant to note that in the 10 year period between 1952 and 1961, a total of 2,215 National Housing Act loans were approved for the urban area, covering about 2,470 units and amounting to a total of $27,019,000 or an average of $10,938. However, the average loan per dwelling has risen from $7,051 to $10,740. During the same period construction of 5,714 units was started. The largest number was 917 in 1959 and the smallest number was 348 in 1955 in the urban area.

TABLE 72 N.H.A. LOANS APPROVED, SAULT STE. MARIE MAJOR URBAN AREA

Period	Loans	Units	$000 Amount
1952[1]	39	39	275
1953[1]	46	46	355
1954[1]	43	44	428
1955	179	181	1,770
1956	210	213	2,194
1957	189	189	2,074
1958	355	380	4,368
1959	605	609	7,000
1960	263	264	3,111
1961	286	505	5,424
	2,215	2,470	$27,019,000

Note: 1. Sault Ste. Marie only. Source: C.M.H.C. Ottawa, April 24th, 1962

DENSITY PATTERN:

In 1959 the gross population density in the city (ratio of population to the total residential land area) averaged 22.8 persons per acre. It ranged from 11.8 to 44.2 persons per acre within the ten residential Planning Districts (Table 74). For the urban area of Greater Sault Ste. Marie, it averaged 18.4 persons per acre and it ranged from 8.8 to 44.2 persons per acre in eleven planning districts (Table 75).

The gross residential density in the city (ratio of dwelling units to the total residential land area) averaged 6.1 dwelling units per acre (Table 74). In the eleven Urban Planning Districts it averaged 4.9, and varied from 2.3 to 15.9 dwelling units per acre (Table 75).

Undoubtedly the above densities are well below the economic density of 4.5 units per gross acre. Such a density is defined as being within one-quarter mile walking distance from the school, and resulting in a circular area, one-fifth of a square mile, or 126 acres in area. On the basis of 4.5 dwellings per gross acre, it would contain no more than 600 single-family detached dwelling units.

In Greater Sault Ste. Marie, as in other municipalities, a population of 600 families cannot support an elementary school of 8 classrooms (0.6 elementary school students per dwelling, and 65% attending the public school system).

The present low and uneconomical density in Greater Sault Ste. Marie is due to scattered subdivisions spread over a large area, leap-frogging undeveloped tracts of land.

In addition, subdivisions of poor layout and street pattern are not conceived as structural and organic parts of a neighbourhood. A great number of residential areas have too deep lots, or too small blocks, resulting in too many flankages and too high percentage of street area. Many of them just happened by accidental metes and bounds separation of lands, instead of being conceived as part of subdivision plan.

TABLE 74 GROSS POPULATION AND RESIDENTIAL DENSITY CITY OF SAULT STE. MARIE – 1959 – By Planning Districts.

Planning District	Population	Gross Residential Area	No. of Dwg. Units	Gross population density (persons acre)	Gross Residential Density (dwellings acre)
1	3,805	86.2	1,372	44.2	15.9
2	4,775	279.0	1,355	17.1	4.9
3	2,583	219.7	622	11.8	2.9
5	1,388	67.8	298	20.4	4.4
6	3,026	181.6	756	16.7	4.2
7	4,993	209.5	1,435	23.8	6.9
8	5,922	284.2	1,436	20.8	5.0
9	6,344	174.2	1,473	26.4	8.5
11	6,684	245.8	1,711	27.2	7.0
12	1,833	67.1	387	27.3	5.9
Total	41,343	1,815.1	11,036	22.8	6.1

Source: Assessment Department, Sault Ste. Marie.

TABLE 73 DWELLING UNIT STARTS BY SOURCE OF FINANCING SAULT STE. MARIE MAJOR URBAN AREA

Period	One Family	Two Family	Other	% Total	Total NHA
1952	N A	N A	N A	581	N A
1953	N A	N A	N A	787	N A
1954	N A	N A	N A	112	N A
1955	N A	N A	N A	348	184
1956	N A	N A	N A	456	218
1957	N A	N A	N A	550	189
1958	N A	N A	N A	711	374
1959	850	14	53(5.7%)	917	616
1960	507	10	65(11.1%)	582	271
1961	448	35	247(32.4%)	730	516

Note: 1. Sault Ste. Marie only. Source: C.M.H.C. Ottawa, April 24th, 1962

TABLE 75 GROSS POPULATION AND RESIDENTIAL DENSITY – GREATER SAULT STE. MARIE URBAN AREA

Planning District	Population	Gross Residential Area*	No. of dwg. units	Gross population density (persons acre)	Gross residential density (dwg.units acre)
1	3,805	86.2	1,372	44.2	15.9
2	4,775	279.0	1,355	17.1	4.9
3	2,583	219.7	622	11.8	2.9
4	1,596	181.8	405	8.8	2.3
5	1,805	121.1	422	14.9	3.5
6	4,133	330.3	1,069	12.5	3.2
7	5,526	232.6	1,555	23.8	6.7
8	6,738	480.1	1,821	15.7	4.2
9	6,344	174.2	1,473	36.4	8.5
10	–	–	–	–	–
11	8,693	401.8	2,202	21.6	5.5
12	4,284	273.4	970	15.7	3.5
Total	50,282	2,730.2	13,266	18.4	4.9

* Gross Residential area is interpreted as being the total area of land actually used for residential purposes, including public streets.

Source: Assessment Depts. – Sault Ste. Marie, Korah and Tarentorus.

FUTURE HOUSING REQUIREMENTS

The current economic trends in the community indicate a general improvement of housing conditions and, consequently, an increase in private non-shared housing. The effective demand for housing will arise from:

population growth (formation of new family and non-family households;)

the reduction of household size;

replacements;

changes in the vacancy rate.

The main premises on which the estimates of housing requirements are based, are:–

the 1980 population of the planning Area will be 110,000;

4% of the 1980 population will live in non-family households and are not included in the estimates for required dwelling units;

by 1980 it is anticipated that the decline in the number of persons per household will stabilize at 3.8, which approximates the 1956 provincial average;

an addition of 3% of the number of dwelling units will be allowed for vacancies and dwellings under construction.

In light of the above, it is estimated that the number of households in Greater Sault Ste. Marie will be approximately 28,000 (Table 76) and the number of dwelling units will be about 30,000 (Table 77). For the urban area within the twelve planning districts, about 26,000 households (Table 78) and about 27,000 dwelling units (Table 79) will be required by 1980.

It is estimated that about 13,700 additional units must be provided by 1980. In the above figure the replacement of 2,670 units should be added, as the result of the Urban Renewal Study. (Table 80)

RENTAL DWELLING UNIT REQUIREMENTS BY 1980

Table 81 indicates that owner occupancy of dwelling units in the city dropped from 67.9% in 1956 to 66.17% in 1959. (Table 60)

On the basis of trends in a number of Ontario cities, we assume that between 1959 and 1980, the increase in tenant occupancy in the City of Sault Ste. Marie will be reflected throughout the urban area and will increase continuously.

While it is realized that the "apartment share" in the Sault Ste. Marie area has not as yet reached the magnitude of some medium size Ontario cities, it is believed that this trend will be evident in the next few years. For this reason, it is estimated that by 1980 Sault Ste. Marie's Urban area composition of housing stock will be as follows: (Table 79):

Single Family (attached and detached)	65%	17,550 units
Rental Units	35%	9,450 units
		27,000 units

TABLE 76 HOUSEHOLDS BY 1980: GREATER SAULT STE. MARIE

Estimated future population	110,000
Less 4% non-household residents	4,400
Total population in households	105,600
No. of households at 3.8 persons per household	28,043

Source: Calculated by Town Planning Consultants Ltd.

TABLE 77 DWELLING UNITS BY 1980: GREATER SAULT STE. MARIE

Families in unshared dwellings	28,043
Non-family individuals in unshared dwellings. 10% of non-household residents	440
	28,483
Add 3% for vacancies or dwellings under construction	852
	29,335*

* (Rounded to 30,000 units)

Source: Calculated by Town Planning Consultants Limited.

TABLE 78 HOUSEHOLDS BY 1980: URBAN AREA (planning Districts 1 to 12)

Estimated Future Population	103,000
Less 4% non-household residents	4,120
Total population in households	98,880
No. of households at 3.8 persons per household	26,021

TABLE 79 DWELLING UNITS BY 1980: URBAN AREA
(Planning Districts 1 to 12)

Families in unshared dwellings	26,021
Non-family individuals in unshared dwellings (10% of non-household residents)	412
Add 2% for vacancies or dwellings under construction	539
	26,937*

* Rounded to 27,000 units

Source: Calculated by Town Planning Consultants Ltd.

TABLE 80 ADDITIONAL DWELLING REQUIREMENTS BY 1980
(Planning Districts 1 to 12)

Estimated Requirements 1980	27,000
Existing Housing Stock, 1959	13,266[1]
Additional Units Required	13,734*

* Rounded to 13,700 units

1. Note* It is proposed that 2,670 of these should be replaced as a result of the Urban Renewal Studies.

Source: Calculated by Town Planning Consultants Ltd.

TABLE 81 OWNER TENANT OCCUPANCY OF DWELLING UNITS: CITY OF SAULT STE. MARIE

	Owner Occupied		Tenant Occupied	
	No.	%	No.	%
1956[1]	5,331	67.9%	2,525	32.1%
1959[2]	7,272	66 17%	3,764	33 83%

Sources:

1. Economic Survey of Ontario – 1956 (Page C-54)
2. Assessment records – Sault Ste. Marie, Korah and Tarentorus.

DWELLING TYPES FOR RENTAL OCCUPANCY BY 1980

For the purpose of this report, these types consist of all apartments and flats, including duplex, triplex units, apartments over stores, public rental housing and all tenant-occupied single attached units (row housing). Single detached and semi-detached dwelling units are excluded.

It is important to keep in mind that apartments are not the only type of rental accommodation considered for the future rental units required. In order to evaluate the ratio of apartments to all rental units, we followed trends in loans granted and all types of dwelling units started since 1959 up to 1961 in Greater Sault Ste. Marie. This latter trend indicates that structures other than one and two-family units have increased in Sault Ste. Marie from 5.7% in 1959, to 11.1% in 1960, and to 32% by 1961. (Table 73). There are many signs that this trend will continue.

Based on the above, it is assumed that about 3,780 or 40% only of the 9,450 rental units will consist of apartments.

THE RESIDENTIAL AREA PLAN

EXISTING RESIDENTIAL LAND DISTRIBUTION

Of the 9,342 acres of the urban area in 1960, 2,730[1] acres, or 29%, consisted of gross residential area, in contrast to Greater Sault Ste. Marie's 4,474[1] acres of gross residential area.

Of the 12 Urban Planning Districts, Nos. 2, 3, 4, 5 and 6 are prevailingly residential and will remain so; No. 10 is exclusively industrial; Nos. 1 and 9 are residential, commercial and industrial; Nos. 7, 8, 11 and 12 are prevailingly residential.

PROCEDURE TO ESTIMATE FUTURE LAND REQUIREMENTS

The following procedure was followed to analyse and estimate the future residential land requirements:

the population data, being the original yardstick of growth was translated into household data;

this was then expressed in terms of dwelling units as the key unit of measurements;

finally the dwelling units were converted to acreage equivalents to obtain the end product sought in this study.

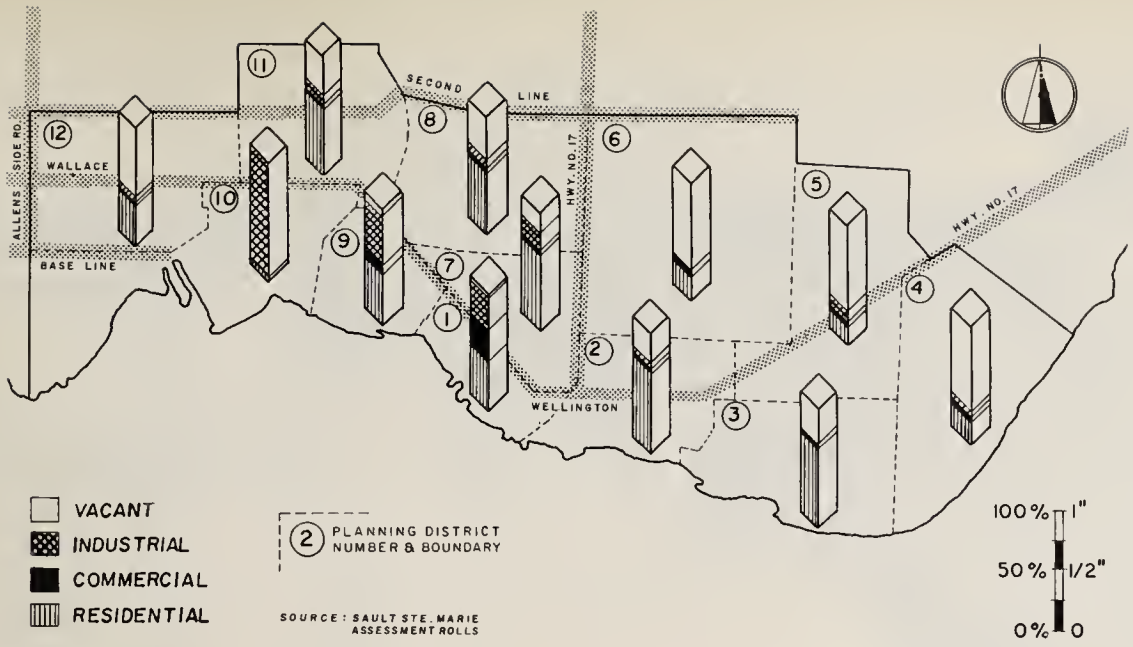

PLATE 42 DISTRIBUTION OF HOUSING – 1959

FUTURE DENSITY POLICY AND PROPOSED DENSITY PATTERN

There are limits to the density at which particular dwelling types may be built. Single-family detached houses are built at densities of about 4 to 5 dwelling units per acre, semi-detached at about 12 units per acre, two-storey garden apartments at 20 to 25 units per acre and apartments at 35 dwelling units per acre and up.

It is an objective of the Residential Plan to reduce densities in some urban renewal areas, and increase others; generally increasing densities in new residential areas on a neighbourhood-wide basis.

Greater Sault Ste. Marie's approach to density planning should be a combination of all of these, but major emphasis should be given to the neighbourhood density increase.

In order to reach the objective by 1980, the following gross residential densities have been selected:

New residential developments on presently vacant lands – 7.14 units per acre (Table 82)

City – the existing gross residential density, 6.1 dwelling units per acre (Table 74) has been increased to 8.4 units per acre.

Urban Area – The existing gross residential density, 4.9 dwelling units per acre (Table 75) has been increased to 6.0 units per acre (Table 83).

RESIDENTIAL LAND REQUIREMENTS: GREATER SAULT STE. MARIE

On the basis of the proposed density pattern, a total of 1,914 acres of residential lands will be required for the anticipated population increase to 51,293 persons, and consequently a dwelling unit increase of 13,671 (Tables 84 & 85).

This, together with the existing gross residential land of 2,730 acres, housing 50,282 persons in 13,266 dwelling units, produces an area of 4,644 acres to house approximately 103,000 persons in approximately 27,000 dwelling units (Tables 83 & 86).

TABLE 82 LAND REQUIREMENTS AND DENSITY PER 1,000 DWELLING UNITS

65% or 650 single family units at 5 units acre	130 acres
35% or 350 multiple family dwelling units at 35 units acre	10 acres
100% or 1,000 dwelling units	140 acres
Gross Residential density – $\frac{1,000}{140}$	7.14 dwelling units per acre

Source: Calculated by Town Planning Consultants Ltd.

TABLE 83 FUTURE GROSS RESIDENTIAL DENSITY – URBAN AREA

Planning District	Total Dwelling Units* 1980	Gross Residential Density 1980 (units acres)
1	1,477	14.6
2	1,810	5.3
3	1,495	4.4
4	1,855	4.8
5	2,052	5.9
6	4,194	5.3
7	3,260	6.9
8	2,681	4.9
9	1,646	8.3
10	–	–
11	3,127	5.9
12	2,130	4.9
Chippawa (part of Planning District 17)	1,210	7.1
Total	27,937	6.0

* Existing Units (Table 75) added to anticipated Units (Table 85) – for details of acreages See Table 26.

Source: Calculated by Town Planning Consultants Ltd.

TABLE 84 ESTIMATED DWELLING AND RESIDENTIAL LAND REQUIREMENTS, SAULT STE. MARIE URBAN AREA – 1980

	Dwelling Units	Land Required for Replacement only[1]	Residential Land Requirements Created by population growth.
To be demolished and cleared due to substandard existing conditions	781[2]	110	
Required by population increase by 1980	13,671[3]		1,914
To be demolished to make room for other land uses, but at present in good or fair condition.	1,889[4]	265	
Presently in poor condition and to be demolished and replaced by 1980		included above	
Total additional requirements	16,291 units		1,914 acres

NOTE:

1. Lands replace other lands now in residential use, hence not used in quantative calculations, of additional requirements.
2. See Table 66
3. At 7.14 units/acre
4. Urban Renewal Study Source: Calculated by Town Planning Consultants Ltd.

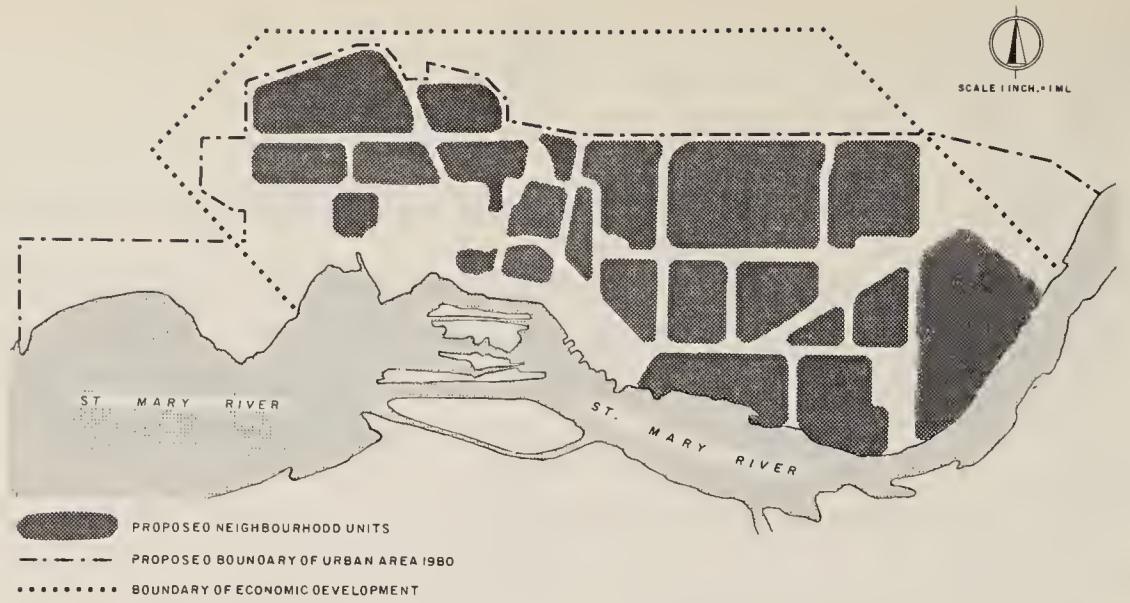
SCALE 1 INCH = 1 MI.
ST MARY RIVER
ST. MARY RIVER
PROPOSED NEIGHBOURHOOD UNITS
PROPOSED BOUNDARY OF URBAN AREA 1980
BOUNDARY OF ECONOMIC DEVELOPMENT

PLATE 43 PROPOSED NEIGHBOURHOOD PATTERN

TABLE 85 DISTRIBUTION OF ADDITIONAL DWELLING UNIT REQUIREMENTS BY PLANNING DISTRICTS

Planning District	Anticipated Population Increase[1]	Anticipated Dwelling Units Required[2]
1	400	105
2	1,725	455
3	3,317	873
4	5,504	1,450
5	6,195	1,630
6	11,867	3,125
7	6,474	1,705
8	3,262	860
9	656	173
10	–	–
11	3,507	925
12	4,416	1,160
Pt. of 17	4,600	1,210
Total	51,923	13,671[3]

Note:
1. See Table 8: Population Distribution by Planning Districts
2. Calculated at 3.8 persons per dwelling unit
3. See Table 80: 13,700 additional units calculated on urban area-wide basis.

DISTRIBUTION OF ADDITIONAL DWELLING UNITS AND RESIDENTIAL LANDS:

Table 85 indicates that of the 13,671 additional dwelling units required by 1980, the greatest increase will take place in Planning Districts 4, 5, 6, 7 and 12, and in the Chippawa neighbourhood– located in the southern part of Planning District No. 17 in the present outer fringe of the "built-up" community. The smallest quantitative change will be in Planning Districts No. 1 and 9. However, redevelopment is proposed for the whole of these latter two districts (see Part Two, Study Areas D, E, F, G & H.). The largest number (3,125) will be in District No. 6, and the smallest (105) in District No. 1.

On the basis of an average gross residential density of 7.14 dwelling units per acre, Table 86 shows the additional land requirements for each urban planning district.

The pattern of distribution of lands required is logically identical with that of the dwelling units.

TABLE 86 FUTURE RESIDENTIAL LAND DISTRIBUTION (By Planning Districts) GREATER SAULT STE. MARIE URBAN AREA

Planning District	Existing Residential Acreage	Additional Minimum Land Requirements*	Total Minimum Land Requirements 1980
1	86.2	15	101.2
2	279.0	64	343.0
3	219.7	122	341.7
4	181.8	203	384.8
5	121.1	228	349.1
6	330.3	439	769.3
7	232.6	238	470.6
8	430.1	120	550.1
9	174.2	24	198.2
10	–	–	–
11	401.8	130	531.8
12	273.4	162	435.4
Pt. of 17	–	169	169.0
Total	2,370.2 acres	1,914 acres	4,644.2 acres

Note. * Calculated at 7.14 units acre

FUTURE DWELLING UNITS–BY VALUE (Tables 87 & 88)

Between 1959 and 1980, the growth of the whole of Greater Sault Ste. Marie and its redevelopment will require the construction of an estimated 17,037 new dwelling units. This will include 6,933 units in multiple residential structures, and 10,104 single-family structures.

At current costs, this will involve an expenditure in excess of $200,000,000.

TABLE 87 FUTURE DWELLING UNIT CONSTRUCTION GREATER SAULT STE. MARIE

Established No. of	1959	1980	Redeveloped Units	Total to be Built
Dwelling Units	15,633	30,000	2,670	17,037
Multiple Units	4,502	10,500	935	6,933
Single Units	11,131	19,500	1,735	10,104

Source: Estimates by Town Planning Consultants Limited

THE ORGANIZATION OF RESIDENTIAL ENVIRONMENT (Plates 43, 44 & 45)

In terms of the family, the plan proposes the formation of three levels of residential environment focussed around open spaces. These are:–

The Greenway Block: consisting of a group of residential buildings arranged around a strip of green open space, with a narrow walkway running through it. Pedestrian access to the buildings is by the walkways, and vehicular access by lanes or local streets at the rear of the buildings.

TABLE 88 FUTURE DWELLING UNITS – BY VALUE GREATER SAULT STE. MARIE

Type	Number	Cost/units*	Estimated Total Cost
Multiple	6,933	$8,000	$55,464,000
Single	10,104	$14,267[1]	$145,164,168
			$200,628,168

* Source of costs – Building permit statistics City of Sault Ste. Marie
1. Average 1958-59 cost.

PLATE 44 THE NEIGHBOURHOODS AND COMMUNITY SERVICES

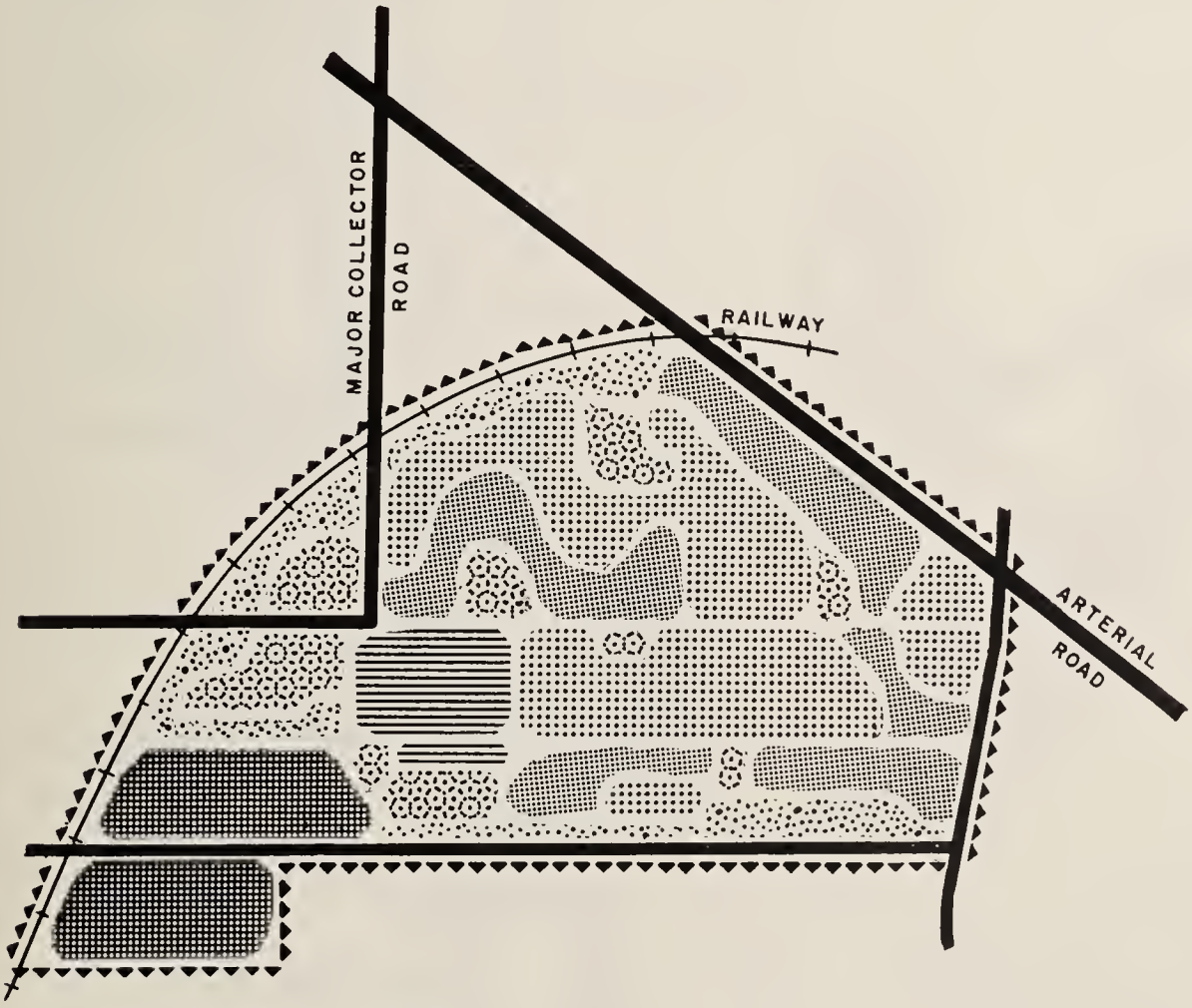

PLATE 45 TYPICAL NEIGHBOURHOOD

The Housing Plaza: consisting of greenway blocks of varied densities around a landscaped park of 2–3 acres linked together by the greenways, and having access by local streets to collector roads.

The Neighbourhood: consisting of various groups of housing plazas, the focal point being the neighbourhood campus with elementary school, indoor and outdoor recreation and community building to be used as an assembly hall for both young people and adults. In view of the fact that the neighbourhood must be free of traffic, its boundaries will be generally arterial streets and topographical barriers.

Physical barriers, such as arterial streets, ravines and watercourses, etc., which form the boundaries of the neighbourhood, are spaced at irregular intervals throughout the community. It necessarily follows that the size of the neighbourhood will also vary. Hence, the ideal walking distance of half a mile between the neighbourhood campus and all residences, cannot always be achieved.

In order to achieve the most ideal conditions in establishing neighbourhoods, their dimensions were limited to a maximum of about 3,500 ft. and a minimum of 1,000 ft.

The system of neighbourhoods proposed consists of 22 units, of which 15 are located in the city, 3 in the Township of Korah, and 4 in the Township of Tarentorus (Table 89).

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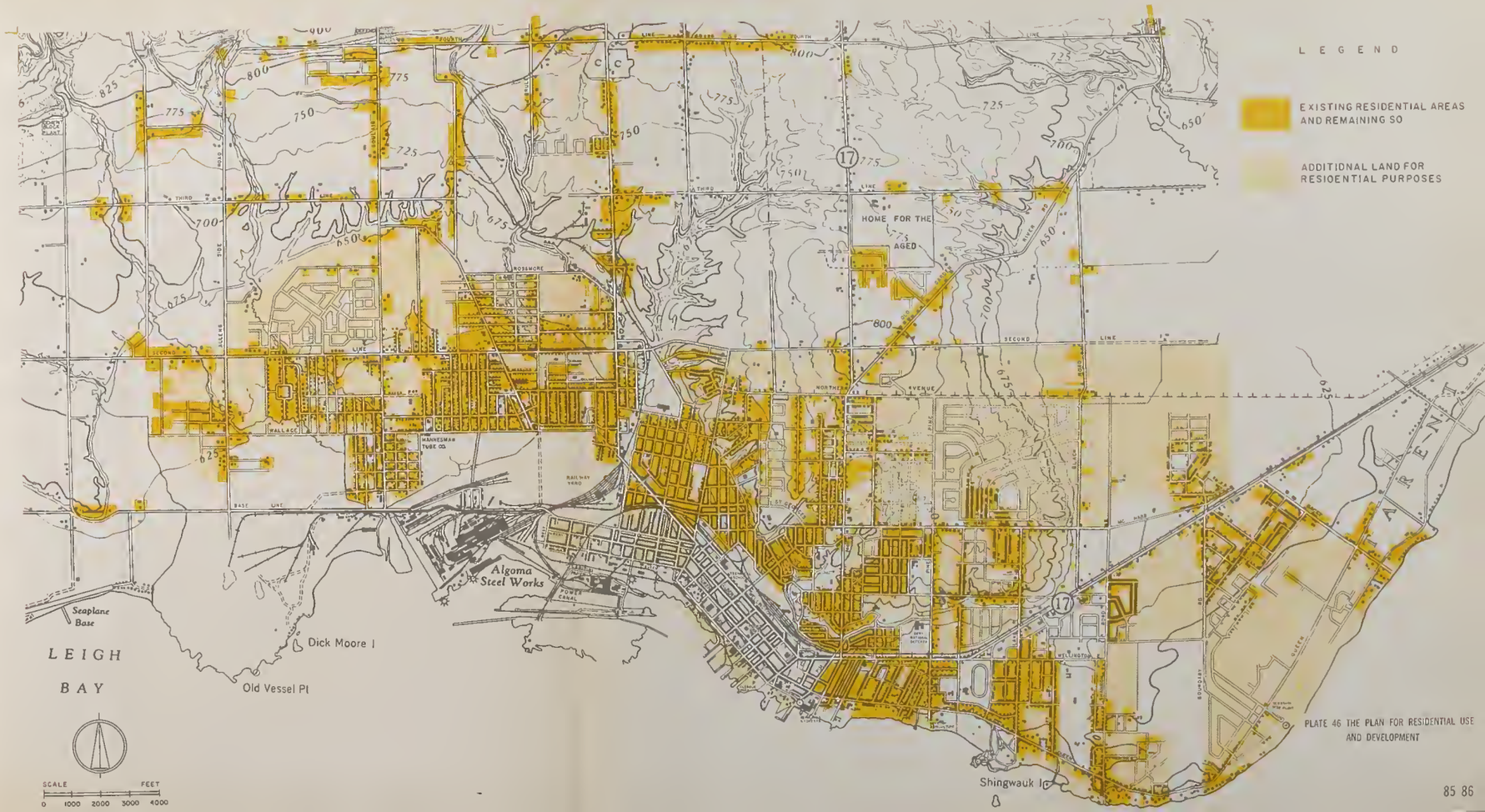

PLATE 46 THE PLAN FOR RESIDENTIAL USE AND DEVELOPMENT

17. THE PLAN FOR COMMUNITY FACILITIES

EDUCATION

ELEMENTARY SCHOOL SYSTEM:

In each of the component municipalities of Greater Sault Ste. Marie, education is provided by a Board of Education and by a Separate School Board.

ENROLLMENT:

In November 1959, total enrollment was 12,240 pupils or 20.6% of the population. 61.4% were registered in the public schools, and 38.6% in separate schools (Table 90 & 91).

CLASSROOMS: (Table 92)

For the 7,510 public elementary pupils, 226 classrooms are available at an average of 33.2 pupils per room. In the separate elementary schools, 4,730 pupils in 133 classrooms averaged 35.5 per room.

SCHOOLS AND NEIGHBOURHOODS:

There are 27 elementary public schools with an average of 8.4 classrooms each, serving 22 neighbourhoods. There are also 18 elementary separate schools with an average of 7.4 classrooms each, serving residential areas and are complementary to neighbourhood facilities.

SECONDARY SCHOOL SYSTEM:

The Sault Ste. Marie Board of Education operates the Secondary School facilities for the area.

ENROLLMENT:

In 1959, 2,864 students, or 4.8% of the population were registered, 90.9% of these were in the public secondary school system, and the balance in private sectarian schools (Table 90).

SCHOOLS AND CLASSROOMS: (Table 92)

In 1959, the three secondary schools served 2,604 students in 94 classrooms, an average of 27.7 students per room. Since 1959, a fourth secondary school has been completed.

FUTURE REQUIREMENTS:

ELEMENTARY SCHOOLS:

ENROLLMENTS:

Assuming that elementary school enrollment continues to represent 20.6% of the population, it is estimated that the 111,000 population of 1980 will include

TABLE 90 TOTAL SCHOOL ENROLLMENTS – NOVEMBER, 1959

Municipality	Population	School Enrollment	% of Population
Elementary			
Sault Ste. Marie	41,343	8,346	20.2
Korah	9,181	2,156	23.5
Tarentorus	8,926	1,738	19.5
		12,240	20.6
Secondary			
Sault Ste. Marie,	59,450	2,864	4.8
Korah and Tarentorus		15,104	25.4

Sources:

Boards of Education and Separate School Boards, Sault Ste. Marie, Korah and Tarentorus. (Collected by Sault Ste. Marie and Suburban Planning Board)

TABLE 91 PUBLIC AND SEPARATE SCHOOL ENROLLMENTS NOVEMBER 1959

	Public Enrollment	%	Separate Enrollment	%	Total
Elementary					
Sault Ste. Marie	4,985	59.7	3,361	40.3	8,346
Korah	1,320	61.2	836	38.8	2,156
Tarentorus	1,205	69.4	533	30.6	1,738
	7,510	61.4	4,730	38.6	12,240
Secondary	2,604	90.9	260*	9.1	2,864
Grand Total	10,114	67.0	4,990	33.0	15,104

Note * Private Schools

Sources:

Boards of Education and Separate School Boards, Sault Ste. Marie, Korah and Tarentorus. (Collected by Sault Ste. Marie and Suburban Planning Board).

TABLE 92 EXISTING CLASSROOM ACCOMMODATION NOVEMBER 1959

	Enrollment	Classrooms	Pupils per Classroom
Public Elementary			
Sault Ste. Marie	4,985	158	31.6
Korah	1,320	38	34.8
Tarentorus	1,205	30	40.2
	7,510	226	33.2
Separate Elementary			
Sault Ste. Marie	3,361	92	36.6
Korah	836	25	33.4
Tarentorus	533	16 (est.)	33.3
	4,730	133	35.5

Sources:

Boards of Education and Separate School Boards, Sault Ste. Marie, Korah and Tarentorus (Collected by Sault Ste. Marie and Suburban Planning Board).

22,850 elementary school pupils, of which, 21,120 will be in the urban area.

Studies of the characteristics of religious affiliations of the population, and its projections to 1980 (Plate 16, page 28) indicate that the proportion of separate school supporters to the total population (35%) will continue as at present. It may be assumed, therefore, that the relative proportions of elementary public and separate school pupils will remain the same.

ACCOMMODATION:

A total of 652 elementary classrooms will be required in Greater Sault Ste. Marie by 1980 – an increase of 293 or 82% over the 359 in use at the present time. (Table 93)

SECONDARY SCHOOLS

ENROLLMENTS:

With 4.8% continuing as the proportion of the population registered in secondary schools, 5,330 pupils will be registered by 1980.

ACCOMMODATION:

177 classrooms will be required by 1980; an increase of 83, or 88% over 1959 accommodation. (Table 93)

LAND REQUIREMENTS:

Based on an average of 1.5 acres per 100 pupils[1], a total of 423 acres of land will be required by 1980 for schools, an increase of 238 acres over the 185 acres now being used.

CHURCHES:

EXISTING FACILITIES (1959):

48 places of worship were located in Greater Sault Ste. Marie, an average of one church for every 1,230 residents.

STANDARDS:

Recommendations relating the number of churches to population vary from one church for each 1,500 people, to one for each 4,000 people[2].

FUTURE REQUIREMENTS:

On this basis, the anticipated population of 111,000 would require a total of 28 to 70 churches.

It therefore is apparent that the predominant characteristic in church growth will be directed towards a growth of the individual churches and congregations, rather than to a major increase in their number. Admittedly, the urbanization of now undeveloped areas will require the establishment of new congregations.

LIBRARIES:

EXISTING FACILITIES:

The Sault Ste. Marie Library Board operates the main library on Queen Street in

TABLE 93 FUTURE SCHOOL REQUIREMENTS – 1980

Type of School	Number of Pupils		Number of Classrooms	
Urban				
Public Elementary	12,950		370*	
Separate Elementary	8,170		233*	
		21,120		603*
Rural				
Public Elementary	1,060		30*	
Separate Elementary	670		19*	
		1,730		49*
Secondary	5,330		177**	
		5,330		177**
Total, all types		28,180		829

Note: * at 35 pupils per classroom
** at 30 pupils per classroom

Source:

1. Ont. Dept. of Education – Suggestions for the Layout and Construction of Schools in Ontario.
2. Church and City Planning – Bureau of Research and Survey – National Council of Churches of Christ in the U.S.A. (Page 10)

the downtown area, and a branch library in the old Steelton Town Hall on Wellington Street West.

The libraries maintain a collection of 40,000 volumes. In addition, the film library, children's rooms, etc., are provided.

The structure housing the facilities is crowded, antiquated and substandard. It is anticipated that it will be removed as a part of the redevelopment program.

USE BY RESIDENTS:[1]

Between 1950 and 1960, registered borrowers grew from 10,414 to 18,750, an increase of approximately 80%. Similarly, book borrowings increased during the same period from 159,731 to 490,193, an increase of slightly over 200%.

FUTURE FACILITIES:

It is suggested that a new main library be included in the proposed Cultural Centre with branch facilities located in the west, north and east parts of the community. An additional branch library, serving the business and industrial community, with lending as well as reference services, should be provided for the downtown area as a part of the new civic centre.

HOSPITALS:[2]

EXISTING FACILITIES:

Two hospitals, the General Hospital and the Plummer Memorial Hospital, are operated in Greater Sault Ste. Marie. Their combined capacity totals 271 active beds, an average of 4.6 beds per thousand of population. 20 beds for chronically ill patients, or one bed for every 3,000 of population, are also available.

The older portions of both hospitals are recognized as being structurally antiquated and require replacement.

STANDARDS:

The recommendations of the Ontario Hospital Services Commission for Sault Ste. Marie indicate the following:

Active beds: 5.5 beds per 1,000 of population plus 10% for non-resident patients.

Chronic beds: 1.0 beds per 1,000 of population.

Psychiatric beds: 0.33 per 1,000 of population.

FUTURE REQUIREMENTS:

Based on the above standards, the following are required by 1980:

Active beds	671
Chronic beds	111
Psychiatric beds	37
Total	819 beds

In addition to the 819 beds indicated above, recovery rooms, labour rooms, detention beds, isolation beds, bassinets, operating rooms, radiology rooms, laundry, mechanical, clerical and administrative facilities will also be required.

Note:

1. Source: K. Climie, Librarian Sault Ste. Marie
2. Source: Joint Hospitals Brief (reprinted Sault Daily Star 6th April, 1961)

18. MUNICIPAL UTILITIES: (PLATE 47)

SANITARY SEWERS: EXISTING FACILITIES

Sault Ste. Marie's sewer expansion programme was established in 1953. Since that time, a treatment plant has been built, with an initial capacity of 7 million gallons per day, as well as a system of interceptor sewers whose capacity of 14 million gallons per day will serve an ultimate population of 115,000 persons.

By 1959, a total of 4,631 acres was being served. This consisted of almost all of the lands within the city boundaries, and also adjacent areas of Tarentorus and Korah Townships.

The system consists of a primary treatment plant, located on the riverbank, east of the built-up area, a main interceptor running from the plant, parallel to the river along Queen and Bay Streets, and a series of trunk mains, extending north from the interceptor, serving the various districts and their local sewer networks.

FUTURE SEWER SERVICE:

Expansion of the treatment plan to a capacity of 14 million gallons per day is envisaged, and extensions of the trunk main network as proposed, would permit a population within the ultimate "sewer area" of 115,000 persons.

This comprises 65,000 persons within the present city boundaries, at densities ranging from 15 to 20 persons per acre, and 25,000 persons in the sewer areas of each of the townships at densities averaging 10 persons per acre.

The total area for which sewer service will be provided totals 11,114 acres.

All extensions to the system will be restricted to sanitary sewerage only, storm drainage being handled in separate storm sewers or in roadside ditches. In the city, where many combined sewers exist, overflows will be built directly to the river, to bypass excessive flows during storms.

An independent system will be required to serve the airport, and its adjacent industrial area.

WATER SERVICE: EXISTING FACILITIES:

The water supply for Sault Ste. Marie comes from the upper St. Mary River. It is treated and pumped into the distribution system. With a part of the urban area located on the "river flats" and a part on the "upper plateau", the water system is operated on a low and high level basis, permitting adequate working pressures in both areas.

Water service is now available to an area totalling 8,141 acres, consisting of the entire city, areas in Tarentorus, generally within a mile of the city, and small areas in Korah, adjacent to the city, and along Highway 17 north.

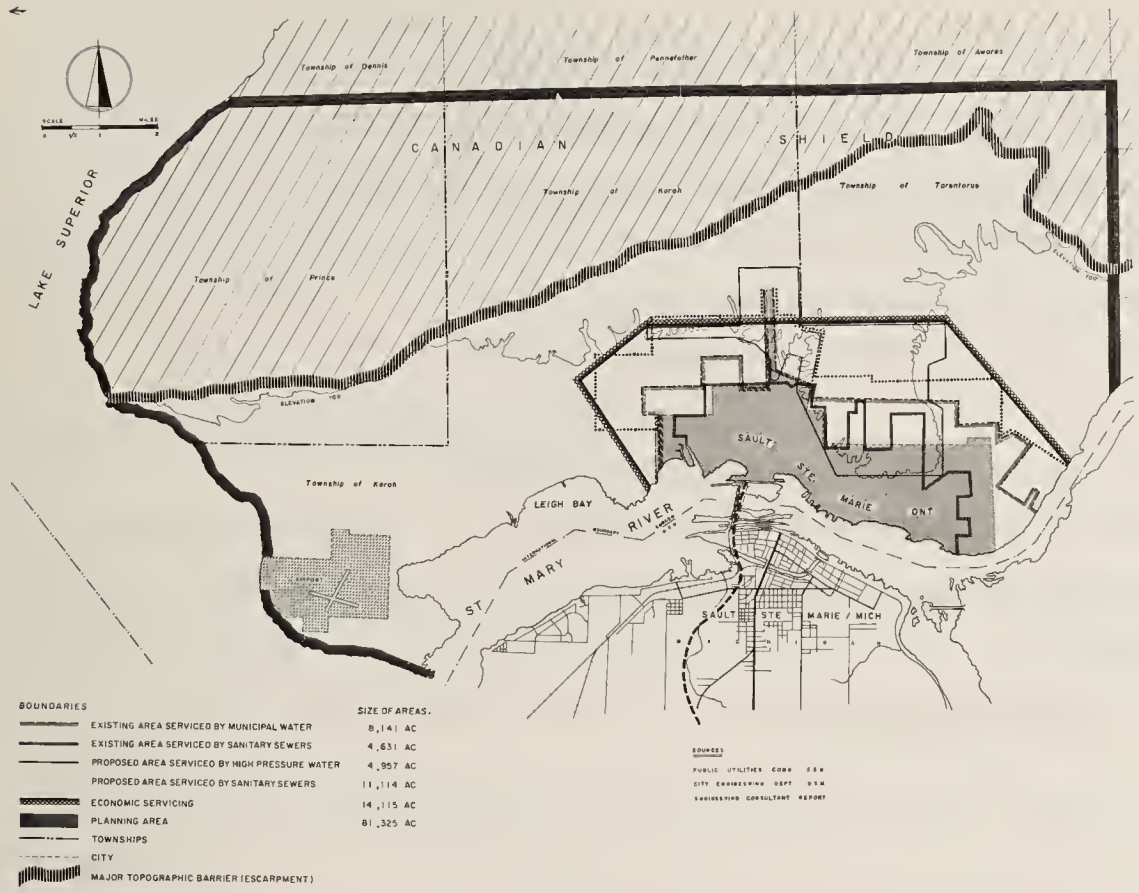

PLATE 47 LIMITS OF ECONOMIC DEVELOPMENT

FUTURE WATER SERVICE:

A capital works programme, approved in 1959, provides for the construction of a 6 million gallon reservoir, elevated water storage, a booster pumping station, and five trunk watermains. The report, recommending these works stated,"... the foregoing facilities, if constructed now, will correct the present deficiencies, as well as for a part of the improvements required to provide water in the Sault Ste. Marie area over the next 30 years." Further recommended works include six additional trunk lines and added pumping equipment at the Huron Street Pumping Station.

These facilities will provide a trunk network capable of serving a total area of 13,100 acres.

LIMITS OF ECONOMIC DEVELOPMENT:

Based on the areas to which sewer and water service can readily be extended, the limits of economic development, or limit or organization was established. The area within this limit totals 14,115 acres, which will be served from the facilities of the urban area.

19. CIRCULATION

This section is prepared in accordance with a statement, adopted as an inter-professional policy by the governing bodies of both the American Institute of Planners and the Institute of Traffic Engineers, namely to ensure that transportation is integrated with the other key elements of the community plan.

The objective is to establish the facts, the problems and their solutions, within the realm of the planner, with the assistance of solutions suggested by the traffic engineer.

Since 1956, five traffic studies were conducted by various private and public agencies affecting major elements of the comprehensive development plan:

TITLE: INTERNATIONAL BRIDGE AT SAULT STE. MARIE – PRELIMINARY ESTIMATE

Authors: Coverdale and Colpitts, Consulting Engineers

Date: October, 1956.

CONTENTS:

The estimates were based on two Origin and Destination surveys of international traffic, carried out in January and July of 1956, thus evaluating both winter and summer travel across the St. Mary River.

During the summer survey, average daily traffic intensity was 1960 vehicles, 93% of which were passenger cars. In 48.3% of these trips Sault Ste. Marie, Ontario, was the point of origin or destination.

During the winter survey, average daily traffic intensity dropped to 330 vehicles, 83% being passenger cars. 78.6% of the trips involved either started, or terminated, at Sault Ste. Marie, Ontario.

Total annual ferry traffic was 315,000 vehicles in 1955 and 329,000 vehicles in 1956.

FORECASTS:

It is estimated that the annual traffic intensity in 1965 will reach 1,038,000 vehicles, of which 969,500 will be passenger cars, 31,400 trucks and 15,700 tractor-trailer combinations. They also indicate a small number of army trucks, buses and automobile trailers. The projections of this report do not, however, indicate the anticipated Origin and Destination characteristics of the future International Bridge traffic.

TITLE: TRAFFIC SURVEY OF SAULT STE. MARIE, ONTARIO.

Author: W. E. Ewens, P. Eng.

Date: September, 1957.

CONTENTS:

This is the only report available, dealing with traffic in the entire city and is based on the following factors:

"natural increase" of local traffic,
the impact of the Mackinac and St. Mary River Bridges,
the completion of the Trans-Canada Highway.

It is suggested in the report that by 1970 to 1975 international traffic would increase by 135% over that of 1957, while local traffic would increase by 50% during the same period.

CONCLUSIONS AND RECOMMENDATIONS:

It is recommended that:

An arterial street system be established for the city, utilizing the Second Line as a bypass route for the Trans-Canada Highway.

The connection between the Bridge Plaza and the bypass be along John and Hudson Streets.

A new traffic bylaw, additional traffic signals, and changes to existing signals be implemented.

Parking prohibition on major streets and the off-street parking facilities be examined.

It is indicated in the report that ample off-street parking existed in the downtown area for the present, but that their locations did not conform to the locations of maximum demand.

SUBJECT: RECORDS OF THE URBAN NEEDS STUDY OF SAULT STE. MARIE
Source: Ontario Department of Highways
Date: 1957

CONTENTS:

The Ontario Department of Highways made available their records and files concerning that portion of their Province-wide studies, relating to Sault Ste. Marie, Ontario. These records provided normal peak hour traffic counts for the major streets of the city at that time.

TITLE: PRELIMINARY ENGINEERING REPORT FOR THE PROPOSED ST. MARY RIVER BRIDGE

Author: D. B. Steinman
Date: November 1958

CONTENTS:

In this report to the International Bridge Commission, six bridge locations were examined:

three locations between the railroad bridge and the Abitibi plant;

two additional locations immediately east of the plant;

a sixth alternative at Boundary Road, in the east end of the city.

The report also studied a tunnel location, near the east end of the downtown area.

RECOMMENDATIONS:

It is proposed that the bridge be located adjacent to, and east of the railroad bridge, at an estimated cost of $18,000,000. The alternative tunnel location was estimated at $29,000,000.

This report does not deal with the effect of the bridge on local traffic, but did point out ". . . . the bridge location is within the cities, to comply with that recommended by Coverdale and Colpitts, in order to realize maximum toll revenue for the project".

TITLE: SAULT STE. MARIE TRAFFIC REPORT
Author: Ontario Department of Highways
Date: February, 1960.

CONTENTS:

In this report are indicated the results of an External Origin and Destination survey of the City of Sault Ste. Marie. Projections to 1980, of through and external traffic were made for the arterial streets of the city and the International Bridge. The average annual daily traffic for the International Bridge was estimated at 3,550 vehicles in 1980.

The following three bypass locations were considered:

McNabb Street
Second Line Road
Second Line – alternate route (between Northern Avenue and Second Line)

Based on construction cost, the cost of vehicle operation per mile, and value of passenger time per hour, a cost/benefit ratio for each of these bypass locations was determined (Page 24)

RECOMMENDATIONS:

The Second Line route was recommended for completion and widening to four lanes to form the highway bypass, utilizing John Street for its connection with the International Bridge.

TITLE: TRAFFIC AND TRANSPORTATION STUDY – INTERIM REPORT
Author: M. M. Dillon and Company Ltd.
Date: August, 1961.

CONTENTS:

This report contains the following:

Results of the Internal Origin and Destination Survey undertaken as a part of the study.

Traffic speeds and counts on major streets.
A study of street capacity deficiency.
Accident analysis.
Traffic control analysis.
Parking analysis.
A study of the public transit system.

RECOMMENDATIONS:

It is recommended that an interim programme for street development for the first five years following the completion of the International Bridge be prepared. This programme includes:

The designation of Huron Street as the principal access to the Bridge.
Detailed proposals relating to various intersections, including channelization and signal phasing.

The report does not refer to a highway bypass route for the city, during the interim stage, 1961 to 1965. However, in discussing the Huron Street access to the Bridge Plaza, reference is made to the extension of this artery to the Second Line at some future date.

TRAFFIC PROBLEMS AND THEIR IMPLICATIONS

In 1959, the City of Sault Ste. Marie was served by 153 miles of streets and the Townships of Korah, Tarentorus and Prince by 196 miles, 190 miles and 21 miles respectively, making a total of 560 miles of roads in the Greater Sault Ste. Marie area. In the city the streets form a number of unco-ordinated networks, the result of the alignment of the river, the railroad, the steep slope passing through the community, and the growing together of originally isolated developments. In the townships, the basic pattern is rectangular, developed along and between concession and line roads. The outlying areas of the city also exhibit this characteristic.

In the city itself, the joining together of the various grids has produced many serious misalignments at intersections, which seriously impair the free flow of traffic and require expensive solutions. The most notable of these lies along Gore and North Streets, the former boundary between Steelton and Sault Ste. Marie, particularly at the Gore, North, Wellington intersection. Another such example is the intersection of Wellington and Pim Streets.

Most of the streets of the city have rights-of-way 66 feet wide, with 24 to 45 foot pavements. Curb side parking has been only partially restricted in the Central Business District, and the east-west streets of the Central Business District have been designated as one-way routes, thereby increasing their capacity somewhat.

The areas of most serious congestion are as follows:

Queen Street throughout the Central Business District;

Source: 1. Ontario Department of Transport.

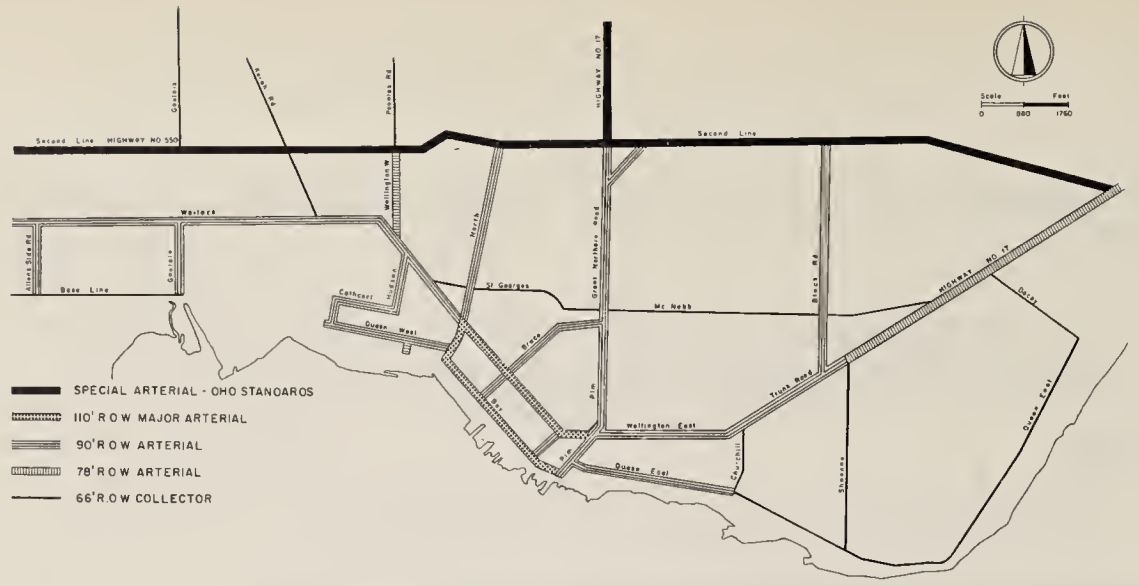

PLATE 48 ANTICIPATED DESIGN HOUR VOLUMES – 1980

The Queen, James, Albert and Huron Street area, principal access to the Abitibi and Algoma plants;

Bruce Street in the downtown area.

In 1960 the area had 15,449 passenger and dual purpose vehicles and 2,875 commercial vehicles registered, a total of 18,324.[1] This represents a vehicle density of 3.3 persons per vehicle for Greater Sault Ste. Marie. W. E. Ewens, in his 1957 report, records the density at 3.9 persons per vehicle in 1956, and 6.9 per vehicle in 1946. This illustrates the fact, apparent to all street and highway users, that vehicle density, and hence traffic intensity, has increased at a far greater rate than the population.

OTHER INFLUENCES OF CHANGE

While not existing at the moment, facilities now under construction will exert a strong influence on the traffic situation of Sault Ste. Marie.

THE INTERNATIONAL BRIDGE

The Ewens report, in discussing the impact of the Mackinac Bridge and the St. Mary River Bridge, states " ... the impact of these two bridges on the volume of traffic moving to and through Sault Ste. Marie will be tremendous. The resulting increases alone would be enough to make necessary careful planning for tomorrow's traffic conditions ...".

The Coverdale and Colpitts study of 1956 indicated that, of the truck portion of this traffic, one half (15,700 vehicles per annum) will be tractor-trailer combinations.

THE TRANS-CANADA HIGHWAY

The recent completion and paving of the Lake Superior Route of the Trans-Canada Highway will add further to traffic. Consideration of this element was made, in both the Coverdale and Colpitts study and the Ontario Department of Highways external study, which are referred to below.

1. Note: Access to the records of this study was provided by the Ontario Department of Highways.

PLATE 49 MASTER CIRCULATION PLAN AND STREET CLASSIFICATION

TRAFFIC FORECASTS

In the Ewens Report it is indicated that, based on present trends, the point of vehicle saturation will approximate two persons per vehicle and that Sault Ste. Marie will follow this pattern and attain this stage between 1970 and 1975. Basing our calculations on peak hour counts made during the Province-wide Urban Needs Study[1] of 1957 at Sault Ste. Marie, it is estimated that, with a population which will more than double between 1957 and 1980 (51,000 to 103,000) and a doubling of vehicle density (3.9 p.p.v. to 2.0 p.p.v.), traffic intensity on the major arteries in the central part of the city would quadruple during this period. In the more outlying areas and those areas yet to be developed, traffic generation during the peak hour was estimated on the basis of 0.30 vehicle trips per dwelling unit, and 0.25 vehicle trips per employee in industrial areas (the present experience in Metropolitan Toronto).

To these were added the calculated design hour volumes for through traffic estimated by the Ontario Department of Highways in the 1960 Traffic Study.

These combined traffic loads were then assigned to the various arteries and collector roads of the master circulation skeleton plan, which had been prepared concurrent with this study.

These results are shown on Plate 48, entitled "Anticipated Design Hour Volumes, 1980".

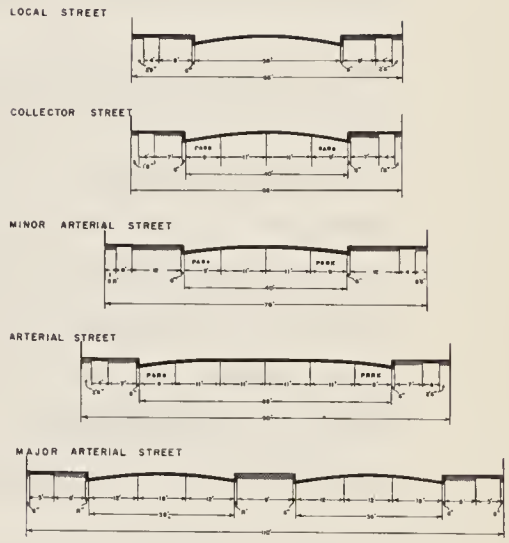

PLATE 50 TYPICAL ROAD CROSS SECTIONS

PARKING

In addition to providing adequate capacity for vehicular movement on our streets, ample provision must also be made available for terminal facilities (i.e. parking).

A survey of eight United States cities in the 100,000 to 250,000 population range, showed that the average existing parking capacity of their Central Business District was 42 spaces per 1,000 population.[1]

This includes curbside and off-street parking of a public and private nature.

The Ewens report records 2,993 legal parking spaces in the Central Business District. These include 1,219 curb spaces and 1,774 off-street spaces. This total represents 50 spaces per 1,000 of population for Greater Sault Ste. Marie.

1. Source: Austin Plan, Texas Page 50

This report also states "... there is a considerable amount of off-street parking already available, enough that if it were more uniformly distributed, and if all of it could be used by the general public, it would accommodate all of the cars parked in the Central Business District at the time of peak demand".

It would therefore appear that the total, 50 spaces per 1,000 of population, is a reasonable standard for business district parking requirements.

The redevelopment plan for Sault Ste. Marie, proposed 50 spaces per 1,000 of population, all in off-street lots. This provides 0.21 square feet of parking space for each square foot of gross commercial floor area, or about 0.27 square feet of parking area for each square foot of retail sales area or office space.

The proposed parking system fills the needs of both the long term and short term parker. The 1957 survey showed that 57.9% of the legal on-street and 34.3% of the off-street parking was for ½ hour or less, and that 62.8% of the off-street parking was for less than 2 hours. 78.3% of all parking was for less than 2 hours. This indicates the high proportion of short-term parking, even on the present off-street lots, and suggests that if long-term parking were diversified throughout the ample parking facilities of the Central Business District it would not hamper short-term parking demands and would provide maximum convenience to those requiring long-term parking service.

THE 1980 CIRCULATION PLAN

The determination of normal peak traffic intensities, along with the parking plan and the redevelopment proposals, enabled the Master Circulation Plan to be prepared. This is shown on Plate 49 and has established the classification of the various major streets in accordance with their function and their anticipated traffic load. Plate 50 accompanying it, entitled "Typical Road Cross Sections", suggests the facility envisaged for each street "type". Provision has been made for ample boulevard strips to separate the two basic modes of travel, and in the case of the major arterial streets, also direction of travel. The boulevard strips are also of sufficient size to permit snow ploughing in the winter, and eliminate the expensive necessity of snow removal.

THE PRINCIPAL ELEMENTS OF THE PLAN

INDUSTRIAL ACCESS

Access to and from the Algoma-Abitibi complex requires both maximum efficiency of movement, and minimum interference with traffic both from the International Bridge and the local neighbourhood. This has been accomplished by establishing two arteries, and locating them at the outer edges of the abutting residential neighbourhood.

The first from Wellington Street West, follows on Hudson, Cathcart and West Streets; Queen Street is the second artery, joining Gore Street with the Algoma entrance. The latter serves the eastern and northern parts of the community, and the former the western area.

THE SECOND LINE BYPASS

In discussing the movement of through traffic, W.E. Ewens states in his report: "... It is essential that provision should be made to keep as much as possible of the through traffic off the streets, necessarily used by local traffic, and to improve the system to handle the increased local traffic, and that part of the traffic from outside, which must enter the city, to conduct its business or other functions. Therefore, removal of this through traffic from the City's main street, must become a primary objective of traffic planning ...".

In discussing the proposed major street system, Mr. Ewens adds:
"... Undoubtedly, the most important of these arteries is the Second Line which will form a bypass for traffic from the east, with destinations in the west end industrial area, including many truck movements. From its junction with the present Highway 17 East to its junction with the present Highway 17 North, it should form a part of the Trans-Canada Highway, and should be built as such. Eventually both of these junction points are likely to require grade separating interchanges, and provision for this should be made in the original land acquisition, if possible. Its crossing of the C.P.R. tracks should be grade separated from the beginning".

"... Continuing westerly, it will form the principal connection to the proposed airport. Traffic from the Airport to downtown will tend to use the Second Line, Korah Road, Wallace Terrace and Wellington Street".

In comparing three alternative bypass locations with the improvement of the existing network only, the Department of Highways report indicates the following:

Bypass along McNabb Street	cost/benefit ratio 11.4:1
Bypass on Alternate Second Line Location	cost/benefit ratio 23.4:1
Bypass on Second Line Layout	cost/benefit ratio 21.6:1

In explanation of the above table, the report states:

"... These figures indicate that the Second Line layout or the alternate Second Line layout would be about twice as beneficial as the McNabb Street layout, mainly due to the high costs needed to develop the McNabb Street Line. There is a relatively insignificant difference between the benefit ratios of the Second Line, and the alternate Second Line. The fact that all the ratios are quite large numerically indicates a high demand for improved road facilities in this area....".

"... The Second Line proposal would be the best of the three lines suggested as a "ring road" for the City of Sault Ste. Marie".

Note: This report is in complete agreement with opinions expressed above.

INTERNATIONAL BRIDGE ACCESS

In the Coverdale and Colpitts study it is recorded that about one half of the existing international traffic is through traffic. It is anticipated that the same proportion of the anticipated International Bridge traffic will also be through traffic; that is, traffic not originating from, or destined for Sault Ste. Marie, Ontario (Note: Traffic stopping overnight at Sault Ste. Marie is not considered as through traffic). For this reason, direct access to the Second Line Bypass, and similar direct access to the City's arterial system is essential.

Such an access is provided, linking the Bridge Plaza to the Business District perimeter route. From this "ring", North Street provides a direct connection with the Second Line, taking through traffic quickly and conveniently out of the city. For local traffic, the "ring" road also gives direct connection to the central business district and by the various arteries radiating therefrom, to all parts of the community. Thorough consideration was given to John Street as the connection between the Bridge Plaza and the Second Line Road. This was not considered feasible for two reasons:

The alignment of the artery would completely bisect the residential community west of Gore Street, leaving two halves, each of which being too small to support their own neighbourhood facilities.

The problem of crossing the combined Wellington Street and the C.P.R. right-of-way presented too large and costly an obstacle.

The former point is also valid with reference to the other north-south streets in the vicinity of the Bridge Plaza.

CROSS TOWN MOVEMENTS

Other cross town movements will be facilitated by improvements of the McNabb, St. George route and of Queen Street east of Pim. This could provide the added facilities necessary to provide an efficient system of internal circulation.

THE CENTRAL BUSINESS DISTRICT

A perimeter or ring of roads circumscribes the Central Business District. The streets that form this route are Wellington, Gore, Bay, and Pim Streets. Because of its long, narrow shape, it is trisected by Bruce and East Streets. This system is both governed and permitted by the complete redevelopment of the area within its location. This basic design will permit convenient perimeter circulation and will completely separate vehicular movement from pedestrian shopping movement and other internal functions. This downtown ring route also forms the circulation core of the community from which all trips from the central area can emanate quickly and conveniently. Through vehicular movement is excluded from this district, with a minimum of routes providing access solely to parking lots and delivery areas. Pedestrian circulation utilizes a series of malls and landscaped

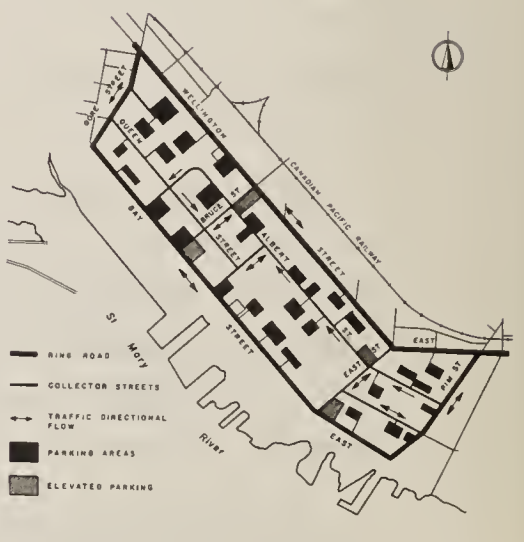

PLATE 51 PROPOSED CIRCULATION
CENTRAL BUSINESS DISTRICT

routes connecting the various shopping clusters. These green routes also connect various small parks and open spaces, providing relief from the forests of masonry and glass, and the asphalt and concrete underfoot.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Based on the foregoing, the following conclusions have been reached and solutions recommended:

Through traffic must be excluded from the Central Business District by the establishment of a ring or perimeter road along Gore, Bay, Pim and Wellington Streets.

Access to the Algoma-Abitibi complex must be clearly defined and channelled around rather than through the adjacent residential neighbourhood. One route will be along Queen Street, while the other will follow Hudson, Cathcart and West Streets.

Equal and adequate access must be provided for both local and through traffic to the International Bridge Plaza.

Through Trans-Canada Highway traffic must bypass the city. The Second Line route is the most logical for this purpose. Access from the bypass to the Bridge Plaza should be along North Street.

Off-street parking for 5,000 cars should be provided in the downtown area to meet 1980 demands.

The master circulation plan of this report should be adopted.

IMPLEMENTATION

The various facets of this plan should be completed by 1980. An immediate start should be made on land acquisition for street widening.

Except in the downtown area, the proposals of this report may be implemented independently of other programmes. In the downtown area the timing of the works must correspond to the redevelopment programme.

20. THE COMPREHENSIVE DEVELOPMENT PLAN (Plate 52)

The Plan is based on the following assumptions:

PERIOD: A substantial transformation of the area may take place over the next twenty years, and this can be greatly influenced by public policies (Section 3, Page 3).

PURPOSE: In attempting to solve today's problems we must look far beyond the immediate future, and yet the formulation of guiding policies will largely depend on decisions made today (Section 3, Page 3).

AREA PLANNED: The city and the townships are organic and interdependent parts of Greater Sault Ste. Marie. Future growth can be reflected only within the larger area under one policy-making and implementing government. Piecemeal plans by individual municipalities would lead to visionary impracticability (Section 3, Page 3).

POPULATION: At the end of the planned period, the population of Greater Sault Ste. Marie will have increased from the present figure of about 60,000 to about 110,000 (Section 9, Page 24).

RECOMMENDATIONS:

URBAN LIMITS: The designation of an urban development area of approximately 16.5 square miles to house and to provide for the commercial, industrial, and recreational needs of the anticipated 1980 population. The ultimate area for economic servicing with water and sanitary facilities covers 14,115 acres or approximately 22.5 square miles (Section 19, Page 91).

URBAN USES: The designation of lands for the following future urban uses:
Residential: 4,645 acres (Section 16, Page 82) Industrial: 3,693 acres (Section 13, Page 53)
Commercial: 648 acres (Section 14, Page 62) Open Spaces: 836 acres (Section 15, Page 70)

HOUSING: The designation of residential lands to provide space for:
Single Family Units: 4,313 acres
Multiple Family Units: 332 acres (Section 16, Page 81).

INNER GREENBELT: The establishment of an inner greenbelt system, following generally along the ravines of the present built-up area (Section 15, Page 69).

RURAL BELT: The restriction of land use for rural purposes beyond the urban limits, thus preventing straggling and irrational urban developments (Section 12, Page 44).

RIVERFRONT DEVELOPMENT: The linking together of the Bridge Plaza with the riverfront by a parkway system, about five miles in length, thereby transforming the various conflicting land uses into an harmonious development for the enjoyment of a greater number of people and to serve as a tourist attraction (Section 15, Page 70).

CIRCULATION: The adoption of a circulation plan, incorporating the Second Line as a bypass route to the built-up area of the city, and linking together the Bridge Plaza with a perimeter road around the Central Business District to gain vehicular access to it (Section 19, Page 101).

LEGISLATIVE ENACTMENTS:

OFFICIAL PLAN:	The preparation and adoption of an Official Plan to guide the future development of the Planning Area.
ZONING BYLAW:	The preparation and adoption of a Zoning Bylaw for implementation of the land use proposals of the Official Plan.
SUBDIVISION CONTROL:	The adoption of uniform subdivision control regulations and development standards covering the entire Planning Area.
ENGINEERING STANDARDS:	The adoption of uniform engineering standards for the development of the Urban Area.
BUILDING CODE:	The adoption of a uniform Building Code to cover the entire Planning Area.
HOUSING STANDARDS:	The adoption of a uniform Housing Standard Code covering the entire Planning Area.
COMMUNITY APPEARANCE:	The appointment of a Design Review Board to advise the Planning Board and Council on all matters relative to site planning, design of buildings, and residential environment, with special emphasis being placed on subdivision approval and agreements.
URBAN RENEWAL PROGRAM:	The adoption of the Urban Renewal Program as submitted in Part Two of this Report.

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The Plan is based on the following assumptions:

PERIOD: A substantial transformation of the area may take place over the next twenty years, and this can be greatly influenced by public policies (Section 3, Page 3).

PURPOSE: In attempting to solve today's problems we must look far beyond the immediate future, and yet the formulation of guiding policies will largely depend on decisions made today (Section 3, Page 3).

AREA PLANNED: The city and the townships are organic and interdependent parts of Greater Sault Ste. Marie. Future growth can be reflected only within the larger area under one policy-making and implementing government. Piecemeal plans by individual municipalities would lead to visionary impracticability (Section 3, Page 3).

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RECOMMENDATIONS:

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HOUSING STANDARDS:	The adoption of a uniform Housing Standard Code covering the entire Planning Area.
COMMUNITY APPEARANCE:	The appointment of a Design Review Board to advise the Planning Board and Council on all matters relative to site planning, design of buildings, and residential environment, with special emphasis being placed on subdivision approval and agreements.
URBAN RENEWAL PROGRAM:	The adoption of the Urban Renewal Program as submitted in Part Two of this Report.

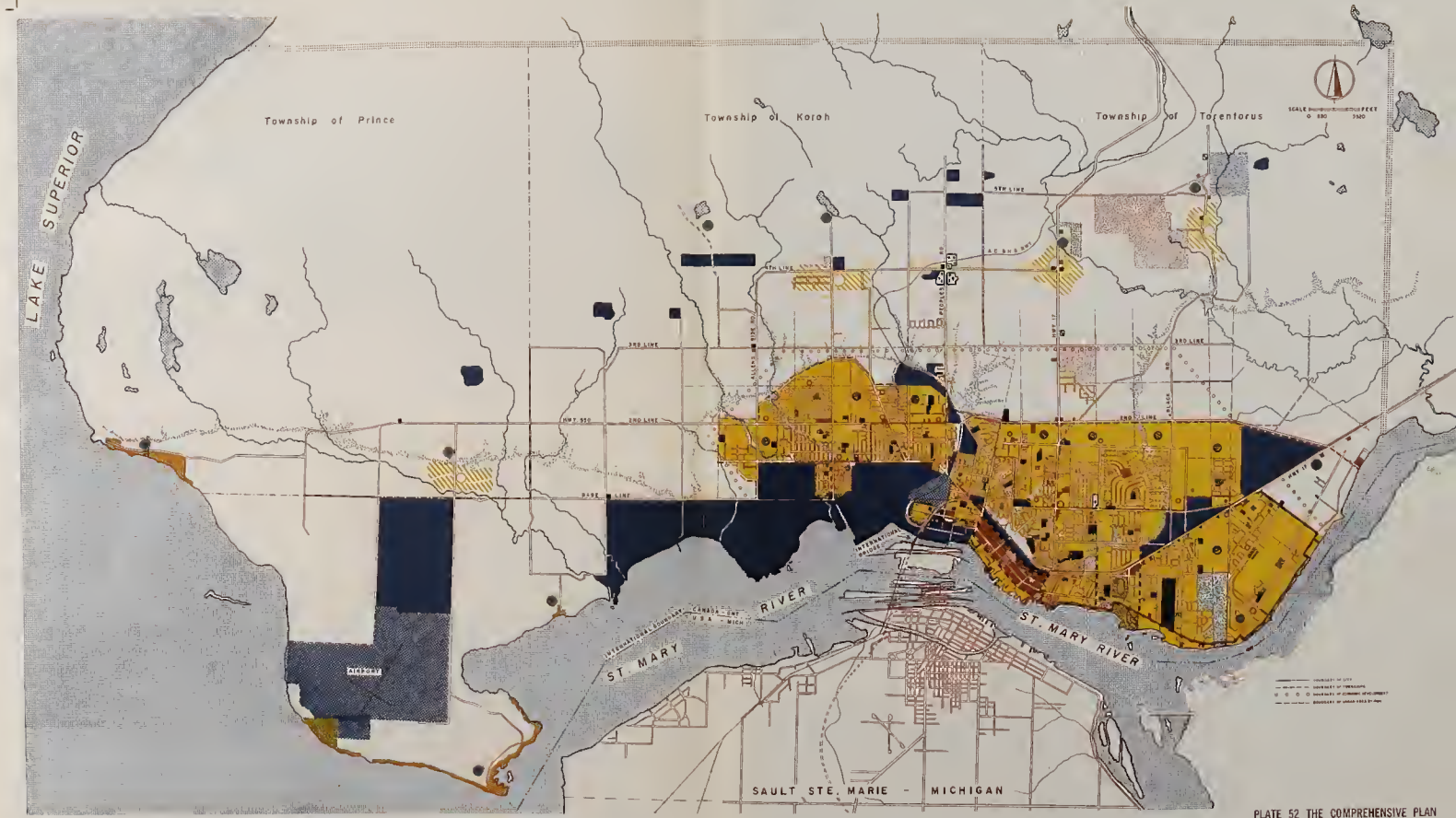


PLATE 52 THE COMPREHENSIVE PLAN

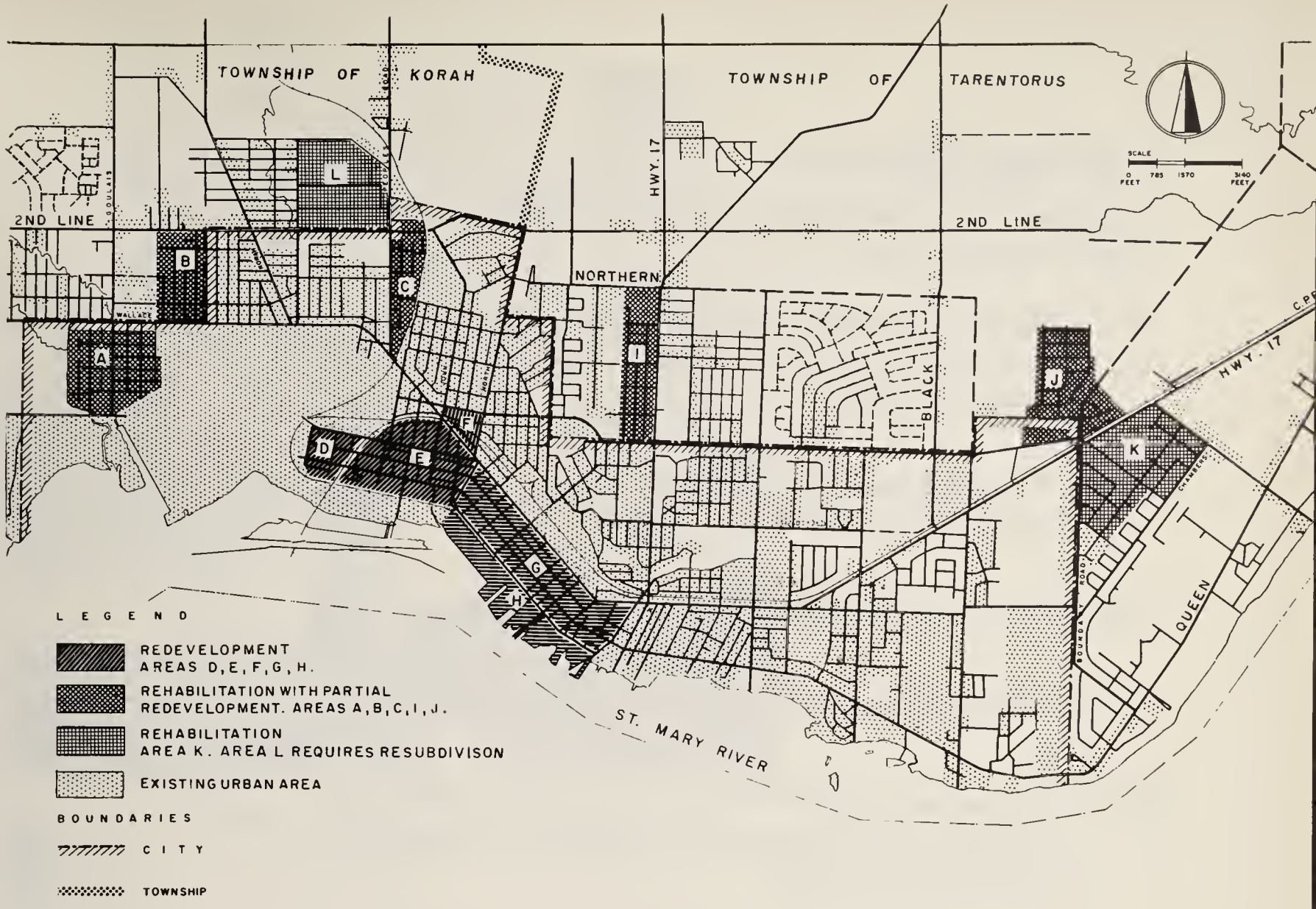


PLATE 53 KEY MAP OF STUDY AREAS

PART TWO – URBAN RENEWAL

1. URBAN RENEWAL AND THE COMPREHENSIVE PLAN

In preparing this study, it was established that the proposed urban renewal scheme could only be sound if it were integrated with the planning policies designed for development of Greater Sault Ste. Marie.

For this reason, a program has been provided for a continuous process of renewal. As long as the area continues to develop, there will be a need for measures to guide such development. This involves action to improve or rebuild obsolescent areas and to prevent further deterioration within the framework of the Comprehensive Plan submitted above.

2. THE STUDY AREAS – OBJECTIVES

Twelve areas have been considered for further detailed study for analysis of existing conditions, over-all planning objectives, type or treatment required, and the timing and financial action appropriate for such treatment. (Table 94)

TABLE 94 – THE STUDY AREAS

Area A – In the western part of the city bounded by Wallace Terrace, Goetz Street, Base Line Road and Dryden Street.

Area B – West of the city limits in the Township of Korah, bounded by Second Line, Prentice Avenue, Wallace Terrace and Wilding Avenue.

Area C – Adjacent to the Algoma Central Railway tracks bounded by Dundas, Wellington and Bainbridge Streets.

Area D – West of the Central Business District bounded on the north by Cathcart Street, the Canadian Pacific Railway to the east, Queen Street to the south, with West Street forming the westerly boundary.

Area E – Immediately west of the Central Business District, the area extends easterly from the Canadian Pacific Railway tracks to Gore Street, bounded on the north by Wellington Street, and to the south by Portage and Queen Streets.

Area F – North of study Area E. This area is triangular in shape, bounded by St. George's Avenue North and Wellington Streets.

Area G – The Central Business District. It extends easterly from Gore Street to Pim Street, bounded on the north by Wellington Street East and Bay Street to the south.

Area H – The whole of the waterfront properties from a line parallel with Gore Street to the west and Pim Street to the east, with Bay Street forming the northern boundary.

Area I – North of the City limits in the Township of Tarentorus, bounded by Oryme Street, Great Northern Road, McNabb and Elmwood Streets.

Area J – Northeast of the city in Tarentorus Township, bounded by Anna Street, Highway No. 17, McNabb, Elliott and Lawson Street.

Area K – East of the City limits in the Township of Tarentorus, the area extends from Dacey Road to South Market Street. Bounded on the southeast by Chambers and Eastern Streets and to the north by Highway No. 17.

Area L – In Korah Township, northwest of the city, bounded by Wellington Street West, Rossmore Street, Farwell Terrace, and the Second Line Road.

3. SELECTION OF STUDY AREAS

In accordance with the planning policies established, the study areas were selected on the following basis:

Area E – The clearance of lands required for the construction of the bridge plaza, and access to and from major arteries. The impact of the new structures on the surrounding area.

Area H – The potential re-use of the area from bulk storage to civic, institutional, and high density residential use.

Areas A,B,C,D,I,J,K,L – Undesirability of present conditions in the area.

Area F – The potential re-use of the land for tourist commercial purposes.

Area G – The importance of change in the use of the land to the benefit of the entire area, in order to provide space for extension and improvement of the Central Business District.

TABLE 95 CRITERIA TO INDICATE STRUCTURAL QUALITY

Residential structures were rated in accordance with the following standards:

Good: free from blight.	sound craftsmanship and materials, well maintained structures.
Average (fair): vulnerable to blight.	Structure and finish according to N.H.A. standards; exterior maintenance leaves much to be desired in minor repairs to wall siding, roofing and trim, repainting. Life expectancy of building, not more than 20 years.
Poor: partially blighted.	Structures show marked dilapidation – sagging roof, sloping walls, cracked foundation, leaning chimney, loose bricks, major repainting required, sagging porches. Generally no evidence of maintenance, makeshift conditions.
Rating by Block	Points were assigned to each structure in relation to its condition as follows: good – 3 points; fair – 5 points; poor – 9 points. The total point score for the block, divided by the number of structures gave the point score per block. Blocks with a point score of 5.6 or larger were classed as poor.

RENEWAL MEASURES PROPOSED

The study areas were further classified in accordance with the following necessary renewal measures:

Redevelopment : D, E, F, G, H.

Rehabilitation with partial redevelopment: A, B, C, I, J.

Rehabilitation only : K (Area L was eliminated as a study area, requiring resubdivision only)

This resulted from:

assessment of:
- neighbourhood quality
- general conditions of the study areas
- environmental quality
- architectural value of streetscape

appraisal of: structural quality of buildings and their state of repair (Table 95)

evaluation of: population and housing characteristics and intensity patterns.

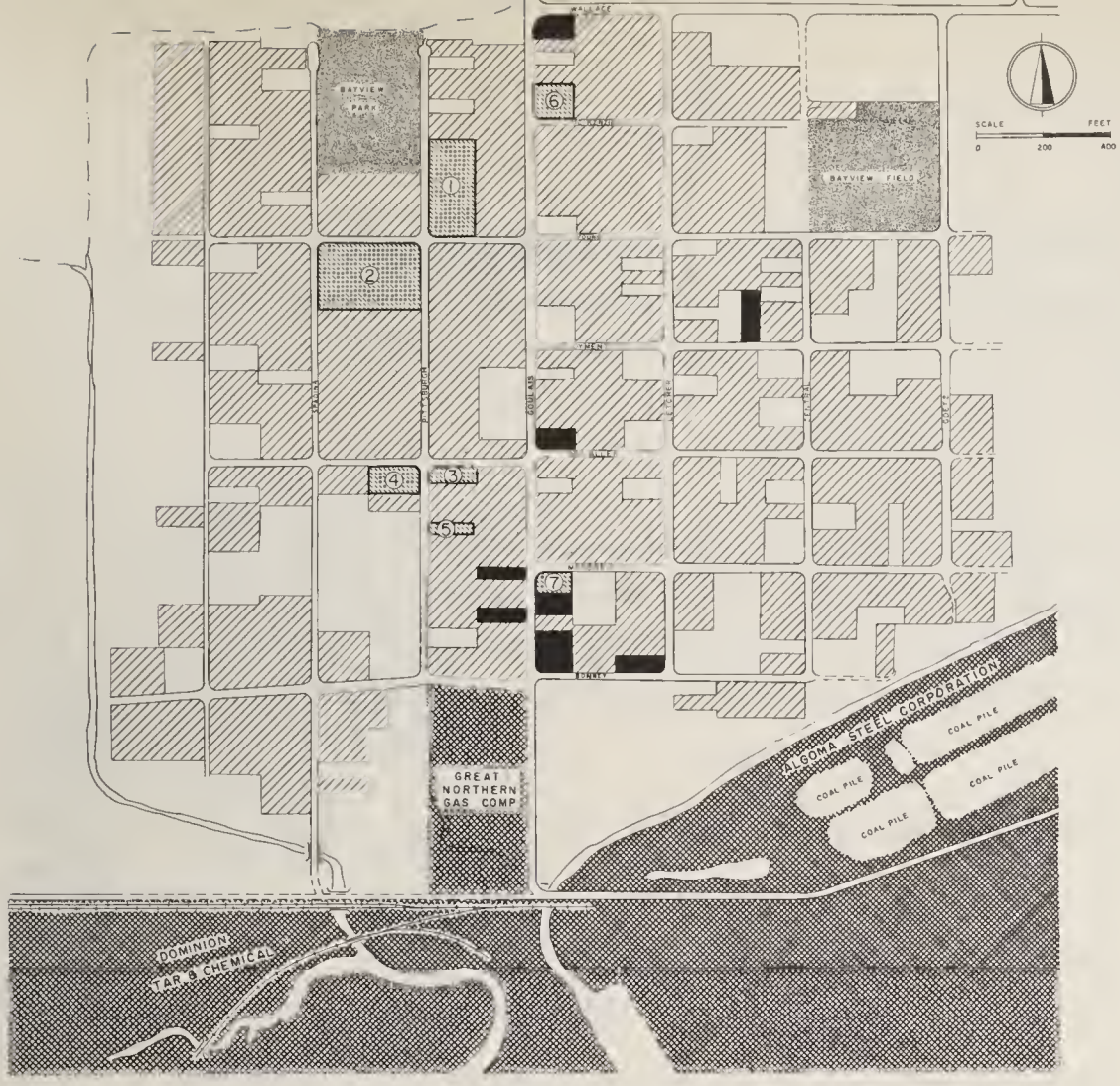

BAYVIEW PARK
BAYVIEW FIELD
SCALE
FEET
0
200
400
WALLACE
WALLACE TERR.
WILLS
WILLS
WILLS

PLATE 55 CONDITION OF INDIVIDUAL STRUCTURES

STUDY AREA "A"

PLATE 56 CONDITION OF STRUCTURES BY BLOCK

PLATE 57 AGE OF INDIVIDUAL STRUCTURES

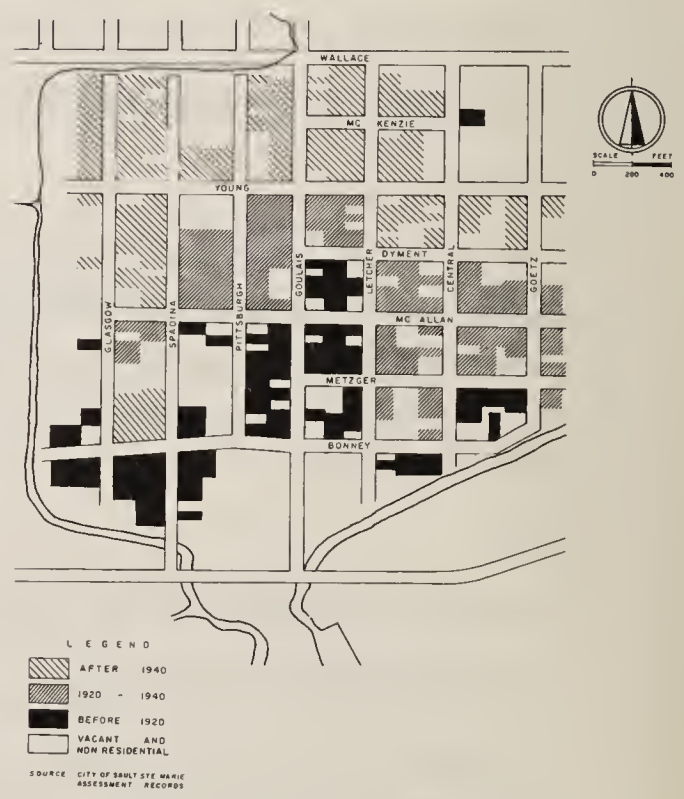


PLATE 58 AGE OF STRUCTURES BY BLOCK

STUDY AREA "A"

The appearance of the streets is characterized by untidiness. Dusty gravel roads, weed filled ditches, the lack of trees and sidewalks and the condition of the buildings shows neglect, not only by the property owners, but by the municipal administration as well.

LAND USE (Plate 54, Table 96)

The dominant use is residential, with accessory community facilities of 2 schools, 2 churches, 2 parks, and 3 public halls. Other uses are industrial (Great Northern Gas Company Limited on Goulais and Bonney Streets), a few scattered stores on Goulais Street and privately owned vacant lands dispersed throughout the area.

TABLE 96 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	66.9	51.9
Commercial	1.7	1.4
Institutional	3.4	2.6
Industrial	4.3	3.3
Open Space	6.3	4.9
Vacant	46.2	35.9
Total	128.8 acres	100.0

ZONING

Bylaw 2367, as amended, confirms most of these incompatible land uses, as follows:

R2A	Location:	the lands surrounded by Wallace Terrace, Goetz, Bonney and Glasgow Streets.
	Permitted uses:	single family, duplex, double duplex, semi-detached and group housing; boarding and tourist homes.
C1	Location:	three sites on Goulais Street.
	Permitted uses:	neighbourhood commercial establishments; living quarters in the same buildings as retail establishments; conversions of existing dwellings to multiple dwellings.
MI	Location:	the lands both east and west of the Bayview neighbourhood lying north of Young Street.
	Permitted uses:	limited industrial uses; oil storage yards and salvage yards; conversions of existing dwellings to multiple dwellings.
M2	Location:	the lands lying east, west and south of the area, which is south of Young Street.
	Permitted uses:	heavy industrial uses (excluding obnoxious operations); conversions of existing dwellings to multiple dwellings.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The land within this area is extremely flat, with a slight fall to the south towards the river. Consequently surface drainage has been a problem.

UTILITIES

Both sanitary sewer and water service are available.

STUDY AREA "A"

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plates 55 & 56, Table 97)

Structures classified as "fair" comprise two-thirds of the buildings. Approximately 6% of the structures are substandard, most of which are located in the south, near Bonney Street, although a few are scattered throughout the rest of the area.

TABLE 97 CONDITION OF RESIDENTIAL STRUCTURES

	No.	Percent
Good	94	27.4
Average (fair)	229	66.8
Poor	20	5.8
Total	343	100.0

AGE OF RESIDENTIAL STRUCTURES (Plates 57 & 58, Table 98)

52.8% of the buildings were built prior to World War II and are located mostly to the south. The balance, which were built after 1940, are generally in the northern part.

TYPES OF DWELLING UNITS

Of the 343 residential structures, all are single family detached dwellings, except two which contain semi-detached units.

FIRE PROTECTION

In 1959 no fires were reported.

POPULATION CHARACTERISTICS

AGE GROUPS

Of the total population of 1,706, 36.2% were in the 0–14 age group, 55.9% 15 to 60 years of age and 7.9% 61 and over. Persons of Slavic extraction were the dominant ethnic group.

DISTRIBUTION AND DENSITY (Plates 59 and 60)

Residential density averages 25.5 persons per net acre. However in the individual blocks, it varies from 2.0 to 35.5 persons per acre. The higher densities are located, in general, close to Goulais Street, while in the balance of the area no specific density pattern is evident.

OVERCROWDING (Plate 61)

Overcrowding exists in the two blocks bounded by Goulais, Young, Letcher, and McAllen Streets. In the most northerly of the two blocks, the population exceeds the number of habitable rooms by 7.5% and in the southerly block by 21%.

OWNER OCCUPANCY (Plate 62)

On a block basis, owner occupancy varies from 50% to 100%, averaging 78%. It should be noted that blocks with more buildings in poor condition are predominantly tenant occupied.

TABLE 98 AGE OF RESIDENTIAL STRUCTURES

	No.	Percent
After 1940	162	47.2
1920–1940	46	13.4
Before 1920	135	39.4
Total	343	100.0

PROPERTY VALUES (Plate 62)

The valuation placed on the lands acquired by the International Bridge Authority

PLATE 59 POPULATION DISTRIBUTION

STUDY AREA "A"

PLATE 60 POPULATION DENSITY

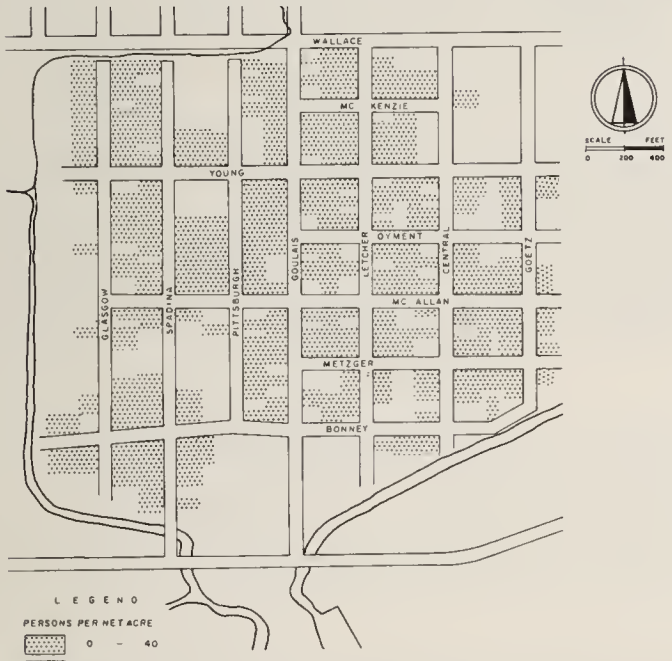


PLATE 61 OVERCROWDING

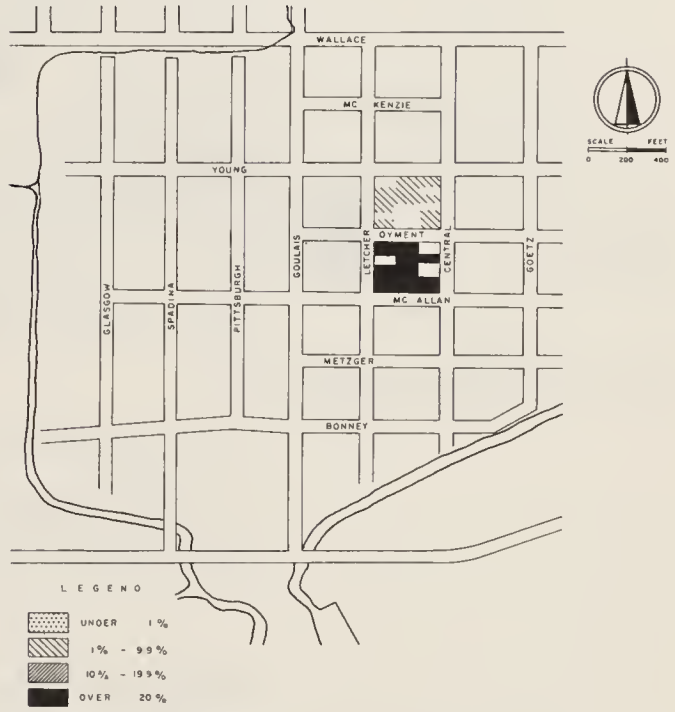


PLATE 62 OWNER OCCUPANCY

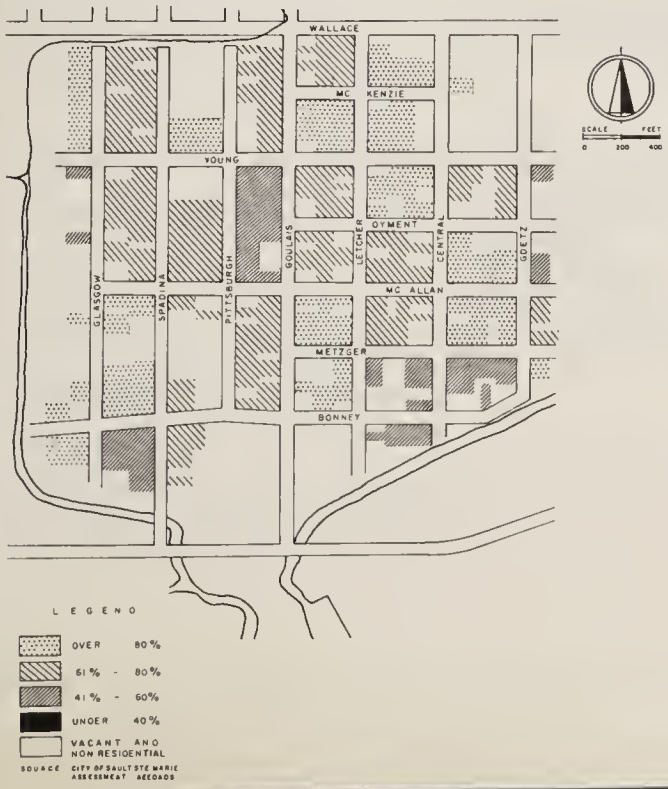
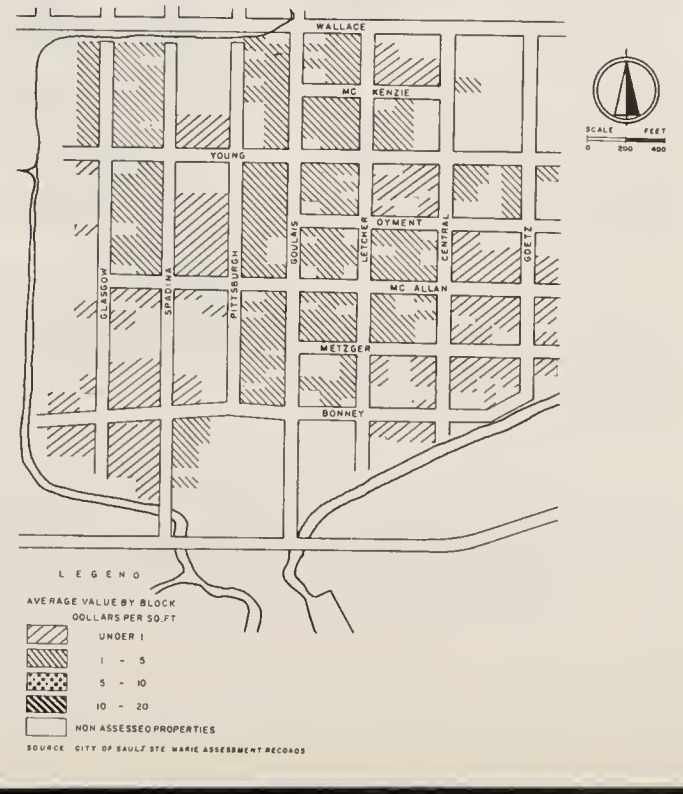


PLATE 63 PROPERTY VALUES



STUDY AREA "A"

TRAFFIC DIAGRAM

L E G E N D

- Ⓐ PROPOSED PUBLIC HOUSING
- Ⓑ PROPOSED PRIVATE HOUSING
- Ⓒ PROPOSED COMMERCIAL
- PROPOSED STREET DIVERSION
- SINGLE FAMILY
- SEMI-DETACHED
- Ⓓ PROPOSED SCHOOL EXTENSION
- Ⓔ PROPOSED PARK & BUFFER PLANTING
- Ⓕ PROPOSED SERVICE INDUSTRY WITH 75 FEET SET BACK & LANDSCAPED FRONT
- BUILDING TO BE REHABILITATED
- ROW HOUSING
- APARTMENTS
- BOUNDARY OF DEVELOPMENT
- P PARKING
- EXISTING MAJOR BUILDINGS:
- ① POLISH HALL
- ② SEPARATE SCHOOL ST STANISLAUS
- ③ PUBLIC SCHOOL BAY VIEW
- ④ ST. MARYS UKRANIAN CHURCH HALL
- ⑤ POLISH LABOUR TEMPLE
- ⑥ ST MARYS UKRANIAN CHURCH
- ⑦ BAYVIEW UNITED CHURCH
- ⑧ GREAT NORTHERN GAS COMPANY
- ⑨ CITY PUMPING STATION

PLATE 64 PROPOSALS – AREA "A"

PLATE 65 HOUSING PROJECT AND PROPOSED STREET DIVERSION AT McALLEN AND SPADINA

indicates that in Sault Ste. Marie, land values are 2.214 times the land and building assessment. On this basis the total value of land and building in this area averages $1.09 per sq. ft. varying from a "low" of $0.65 per sq. ft. to a high of $2.11 per sq. ft. The higher values are found adjacent to Goulais Street and in the newer area to the north, while the lower values are found generally in the southern part, adjacent to the Algoma Steel Corporation lands. It should be especially noted that throughout the area, the higher and lower valuations per square foot are not direct reflections of the presence or absence of commercial uses.

RECOMMENDATIONS (Plates 64 & 65)

The following are the principal improvements recommended:

The passing of Bylaws:

ENVIRONMENT: for the provision of landscaped buffer areas to separate and protect the area from the impact of industrial operations to the south and the west, and enabling the purchase and maintenance of lands marked by "E" of 21.2 acres.

LAND USE AND ZONING: for the amendment of Official Plan and Zoning Bylaw to permit the development of lands on the east side of Goetz Street for service industrial purposes, with a 75 foot setback to be landscaped, marked by "F", and to permit the establishment of a planned shopping centre at Goulais and McAllen, marked "C" on Plate 64.

SUBDIVISION AND SITE PLANNING: prohibiting the granting of building permits on lands marked by "B", except where the requirements of registered subdivisions and submission of site plans are fulfilled, in accordance with the design shown on Plate 64.

REDEVELOPMENT: to designate the block bounded by Bonney, Spadina, McAllen and Pittsburgh (3.2 acres) as a redevelopment area, marked "A" on Plate 64.

PUBLIC HOUSING PROJECT: for the erection of housing projects and to enter into an agreement with Provincial and Federal Government under Section 23, Part III of the National Housing Act.

NEIGHBOURHOOD AMENITIES: authorizing the construction of drainage works, curbs, pavements, sidewalks, and the planting of trees on all streets of the area.

TRAFFIC PATTERN (Plate 65): to permit the installation of "Street Diversions" at the intersection of Spadina and McAllen Streets, Young and Letcher Streets, and Dyment and Central Streets.

SCHOOL EXTENSION: for the provision of additional elementary school facilities in relation to housing required.

5. STUDY AREA "B" — REHABILITATION WITH PARTIAL REDEVELOPMENT

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is confined to an area bounded by the Second Line Road, Prentice Street, Wallace Terrace, and the rear of the lots fronting on Wilding Street. However, consideration was given also to the west in which scattered houses and large vacant blocks alternate. It forms part of the Connaught Park neighbourhood in Planning District No. 12, in the Township of Korah.

SIZE

It comprises 92.8 acres of which 15.9 acres are streets.

CHARACTER OF THE AREA

Its appearance is poor, due to the low quality of maintenance to roads, lack of sidewalks, and general neglect of homes, coupled with the effects of dust, smoke, and noise generating from the industrial area to the south.

LAND USE (PLATE 66, Table 99)

It is predominantly residential, 82.6%; commercial and industrial is negligible; 13% of the land is vacant.

ZONING

It is not restricted by a Zoning Bylaw.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The maximum difference in elevation is approximately 8 feet.

UTILITIES

Both sanitary sewer and water services are available.

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plates 67 & 68, Table 100)

1.8% are fair, and 19.1% in poor or substandard condition. On a block basis, 5 of the 9 blocks abutting Turner Street are poor and substandard.

AGE OF RESIDENTIAL STRUCTURES (Plates 69 & 70, Table 101)

73.1% of the houses are not more than 40 years old and relatively few were built more than 40 years ago, classified as poor. On a block basis, the area bounded by Patricia, Turner, Douglas, and McFadden Streets is the oldest, having been built up mostly in the 1920–1940 period.

FIRE PROTECTION

Two minor fires were reported in 1959.

STUDY AREA "B"

TABLE 99 EXISTING LAND USE

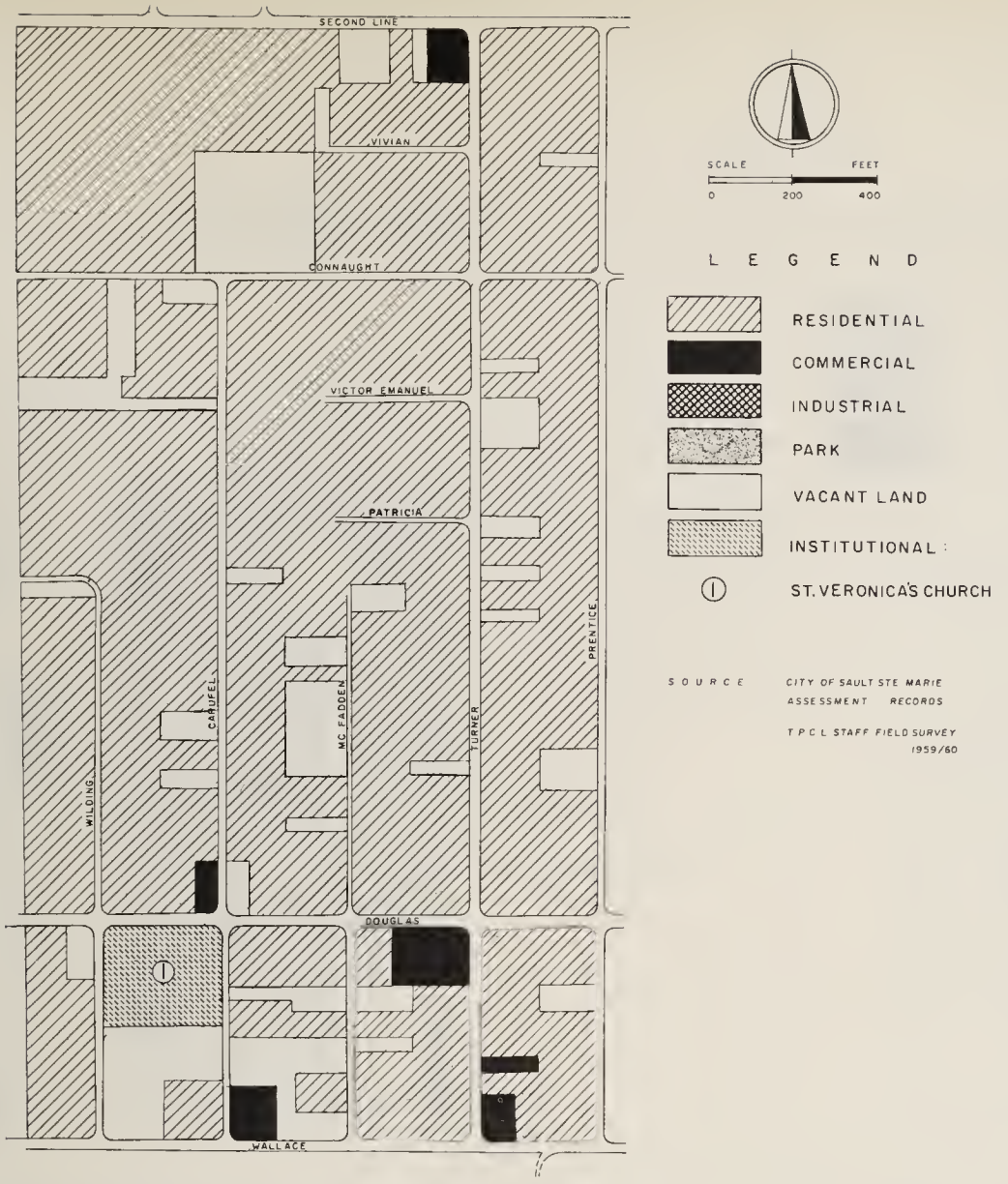
	Net Area (acres)	Percent
Residential	63.5	82.6
Commercial	1.8	2.3
Institutional	1.6	2.1
Vacant	10.0	13.0
Total	76.9	100.0

TABLE 100 CONDITION OF RESIDENTIAL STRUCTURES

	Number	Percent
Good	44	19.1
Average (fair)	142	61.8
Poor	44	19.1
Total	230	100.0

TABLE 101 AGE OF RESIDENTIAL STRUCTURES

	Number	Percent
After 1940	168	73.1
1920–1940	37	16.1
Before 1920	25	10.8
Total	230	100.0



STUDY AREA "B"

PLATE 66 EXISTING LAND USE

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 749 persons, 38.8% were in the 0–14 age group, 56.3% 15 to 60 years of age and 4.9% 61 or over.

DISTRIBUTION AND DENSITY (Plates 71 and 72)

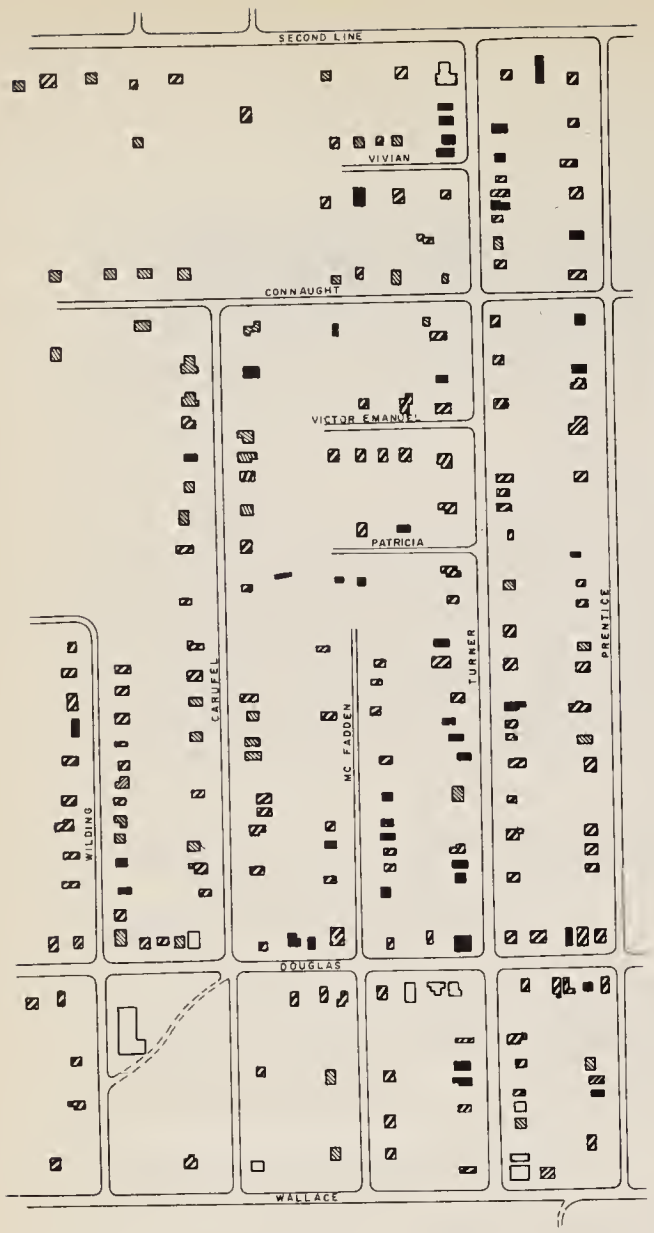
Residential density averages 11.8 persons per net acre. In individual blocks, however, it ranges from 7.5 to 66.0 persons per acre. The higher densities, generally, are evident adjacent to Wallace Terrace.

OVERCROWDING (Plate 73)

The population exceeds the number of habitable rooms by 30% in the block bounded by Connaught, Turner, Victor Emanuel and Carufel Streets. In the block immediately to the south, the incident of overcrowding is 17.6%.

OWNER OCCUPANCY (Plate 74)

By blocks, owner occupancy varies from 76% to 100%, averaging 91%. Many of the blocks do not contain any rented dwellings.



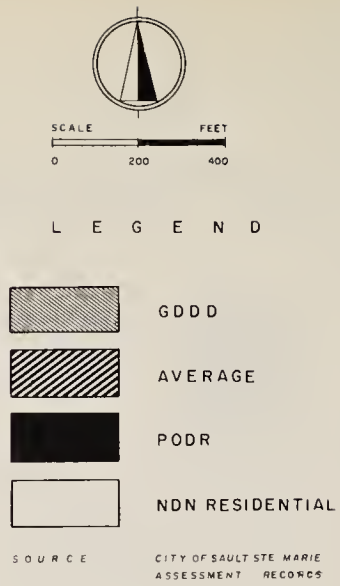
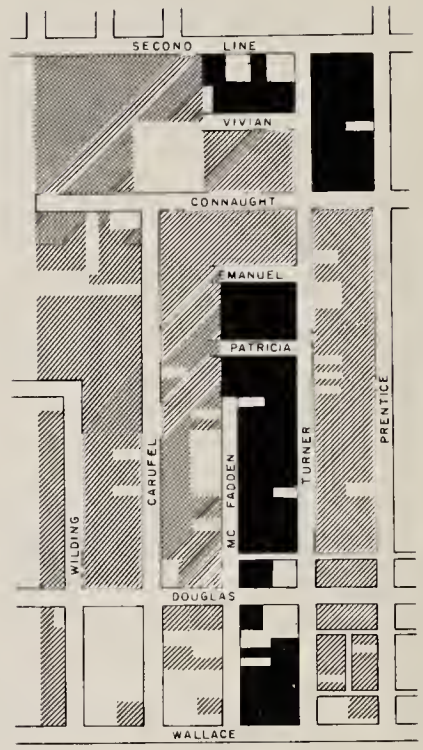


PLATE 67 CONDITION OF INDIVIDUAL STRUCTURES

STUDY AREA "B"



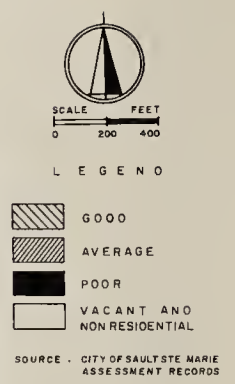
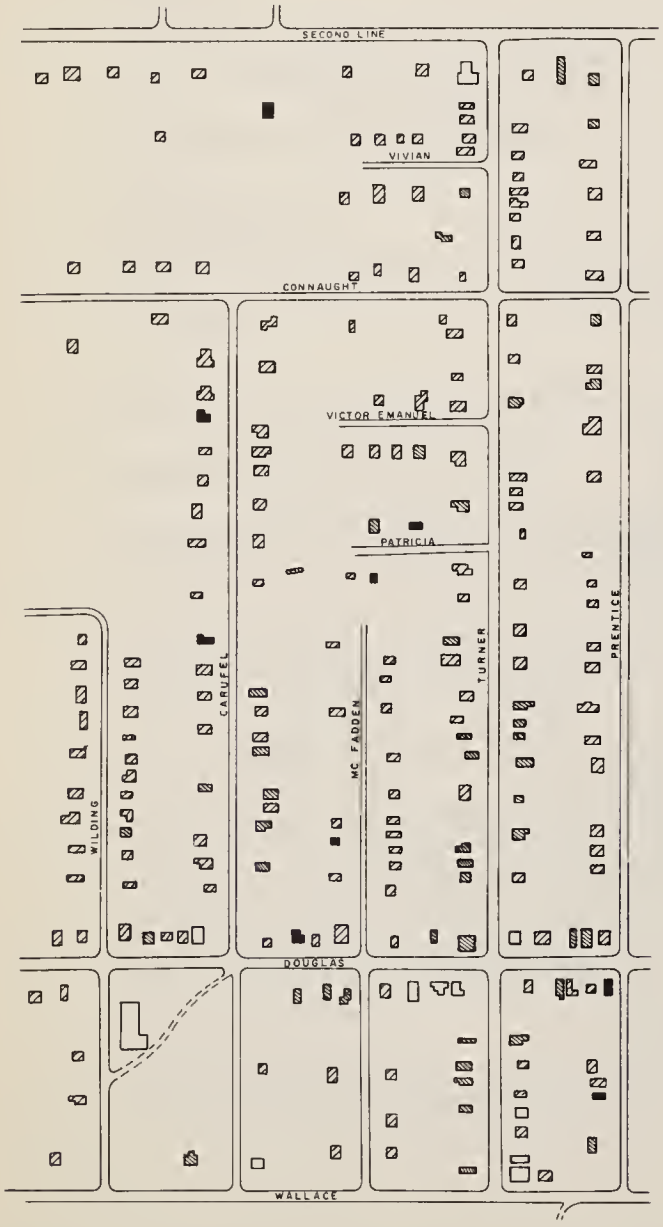


PLATE 68 CONDITION OF STRUCTURES BY BLOCK



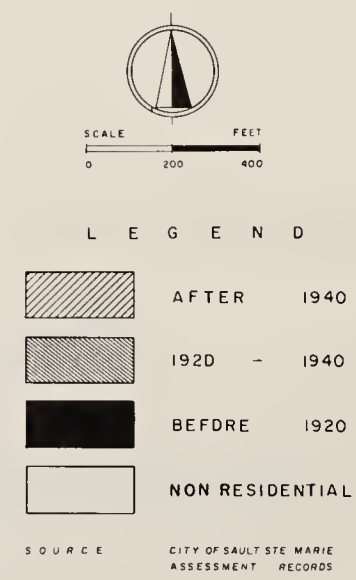
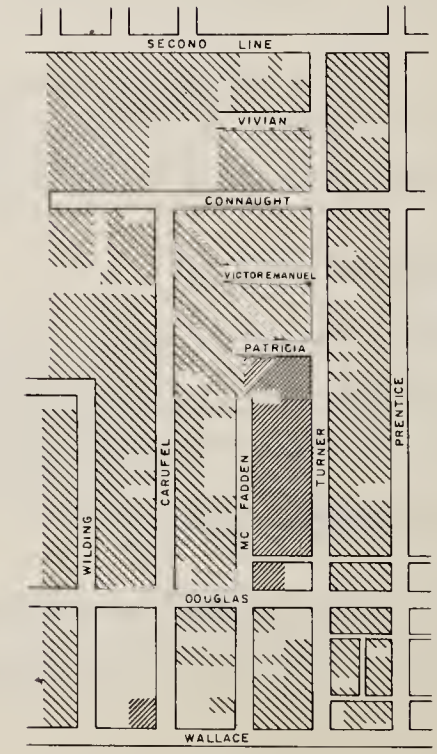


PLATE 69 AGE OF INDIVIDUAL STRUCTURES



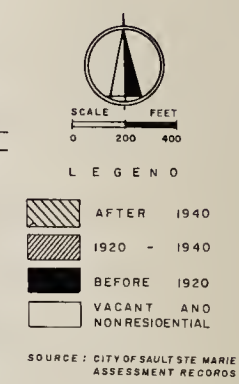


PLATE 70 AGE OF STRUCTURES BY BLOCK

STUDY AREA "B"

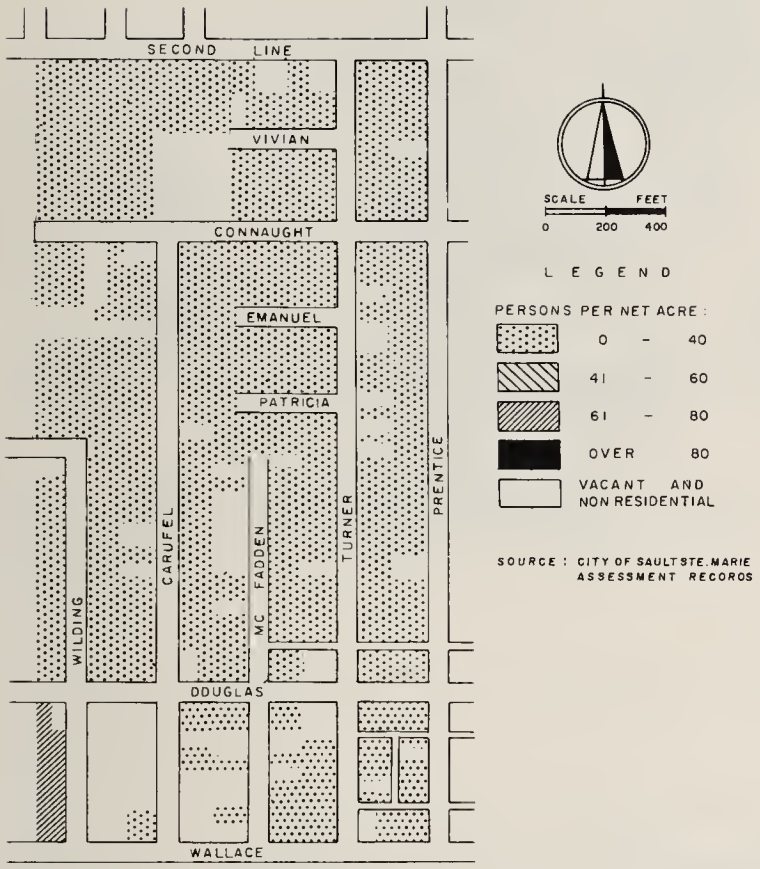


PLATE 71 POPULATION DISTRIBUTION

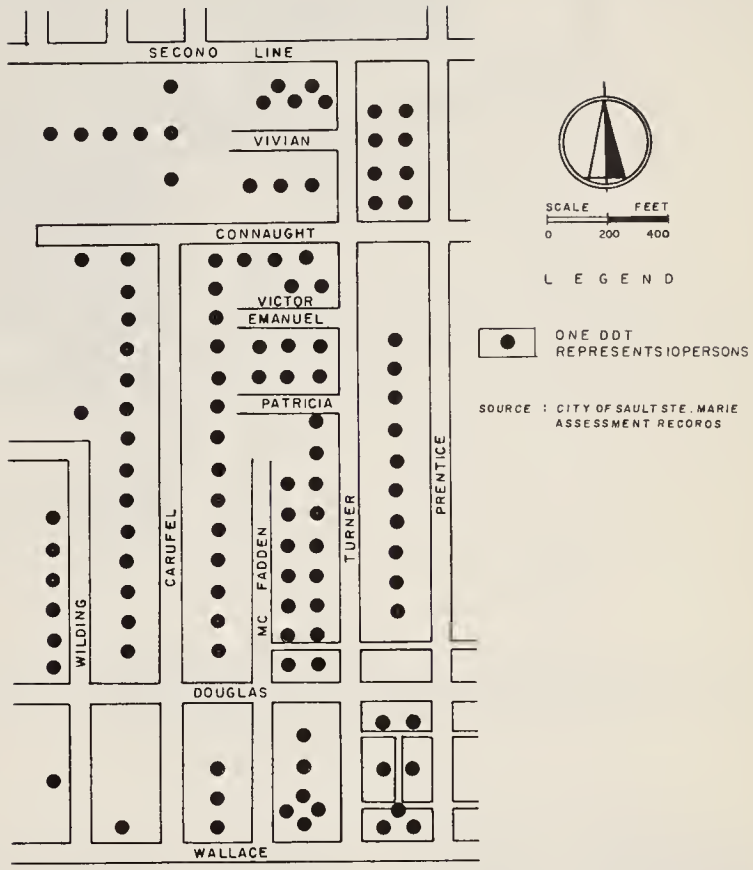


PLATE 72 POPULATION DENSITY

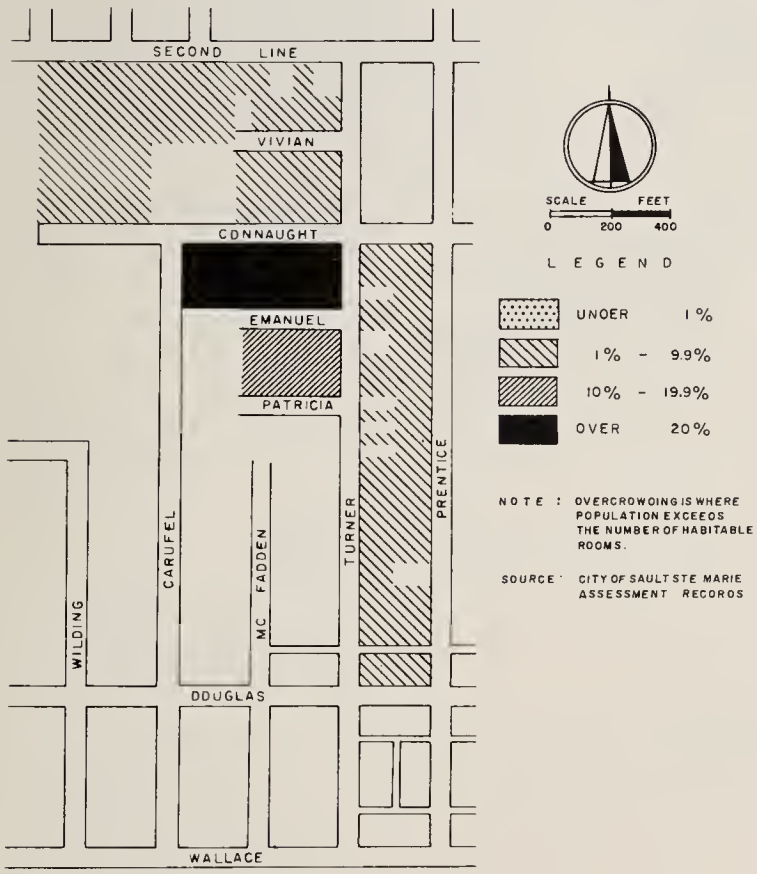


PLATE 73 OVERCROWDING

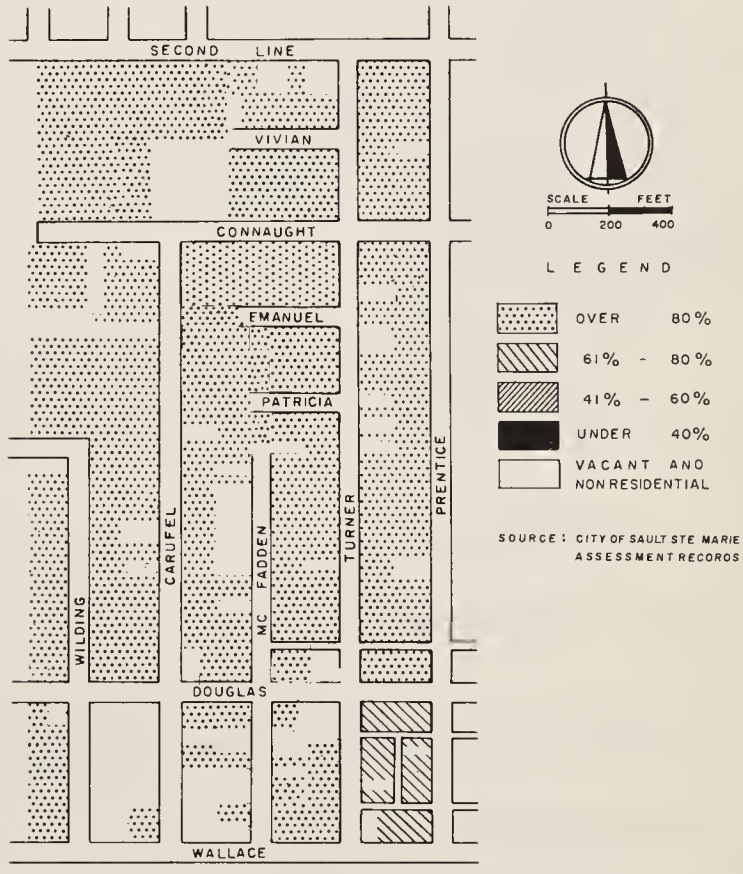


PLATE 74 OWNER OCCUPANCY

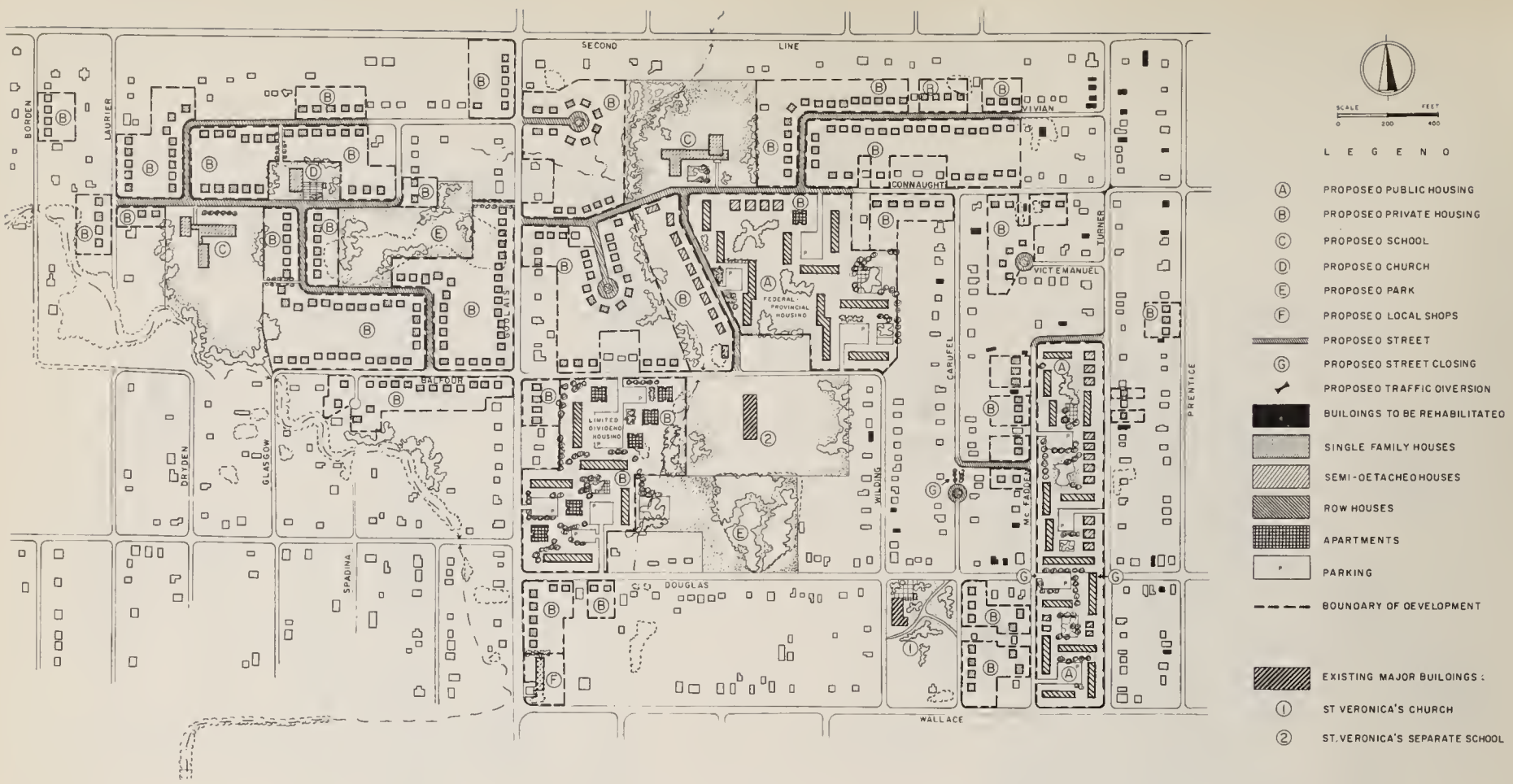


PLATE 75 THE PROPOSALS AND THE ADJOINING AREA

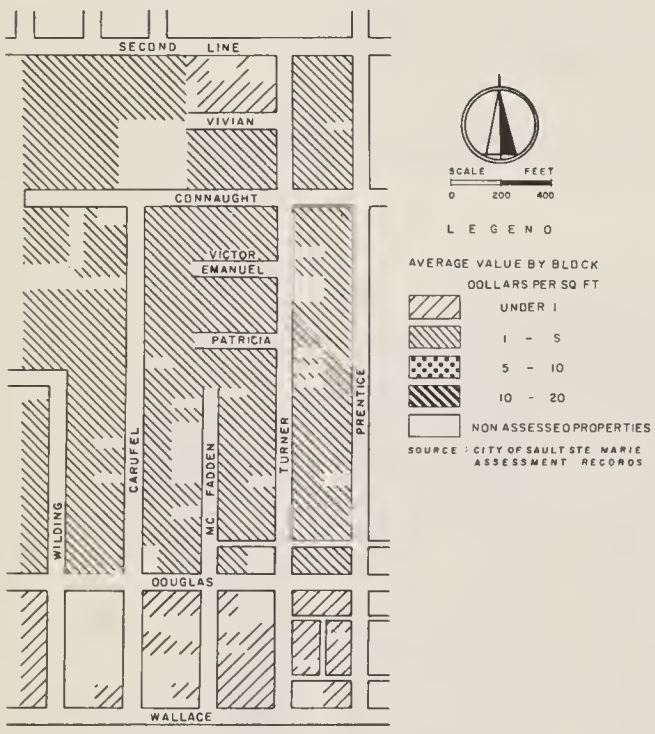


PLATE 76 PROPERTY VALUES

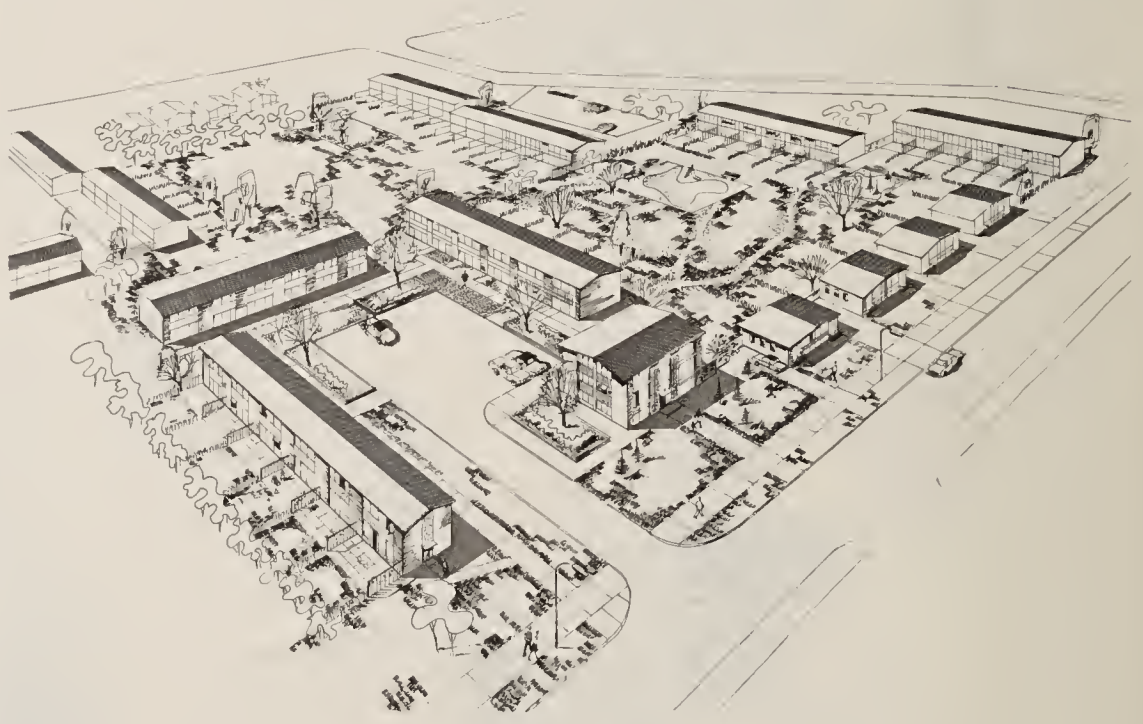


PLATE 77 HOUSING PROJECT (Connaught Street West of Wilding)

PROPERTY VALUES (Plate 76)

On the same basis as indicated in Study Area "A", property values range from $0.22 to $3.07 per square foot with the lower values near Wallace Terrace.

RECOMMENDATIONS (Plates 75–77)

The passing of bylaws:

to enable the municipality to purchase, develop and maintain 7.9 acres of land marked "E" for park purposes.

STUDY AREA "B"

to adopt an Official Plan and Zoning Bylaw, in accordance with the general principles and proposals indicated in Part I of this report (Section 20);

to prohibit the granting of building permits on lands marked "B" except, where the requirements of registered subdivisions and the submission of site plans are fulfilled, in accordance with the design shown on Plate 75;

to designate the lands bounded by Wallace Terrace, McFadden, Patricia, and Turner Streets (8.4 acres) as a redevelopment area;

for the erection of housing projects in the areas marked "A", and entering into agreements with the Provincial and Federal Government, under Section 23, Part III of the National Housing Act;

authorizing the construction of drainage works, water and sanitary sewerage system extensions, curbs, pavements, sidewalks and the planting of trees on all streets in the area;

to permit the installation of a "street diversion" at the intersection of Turner and Connaught Streets;

requiring the adoption of the street pattern shown on Plate 75;

to incorporate in the Official Plan, the design concept and land use proposals indicated in Plate 75;

to restrict the development of vacant lands except in accordance with the density and block site pattern indicated on Plate 75.

6. STUDY AREA "C" — REHABILITATION WITH PARTIAL REDEVELOPMENT

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded by Wellington Street West, Everett Street and the Algoma Central right-of-way. It forms a part of the Royston Park neighbourhood and is located in Planning District No. 11 in the City of Sault Ste. Marie.

SIZE

It comprises 70.5 acres, of which 24.0 acres are streets.

CHARACTER OF THE AREA

It is an area of conflicts in which the new and the old, the sound and the unsound, residential and industrial, alternate. No part of the area is more than 1,000 feet from the railroad tracks.

LAND USE (Plate 78 and Table 102)

Over 50% is in residential use and almost 20% industrial. A few stores are along Wellington Street West.

TABLE 102 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	27.2	58.5
Commercial	1.4	3.0
Institutional	0.1	0.2
Industrial	9.1	19.6
Vacant	8.7	18.7
Total	46.5	100.0

STUDY AREA "C"

PLATE 78 EXISTING LAND USE

ZONING

R2B	Location:	the lands abutting Wellington Street West, north of Conmee Street
	Permitted uses:	single family, duplex, double duplex and semi-detached dwellings, group houses and apartment houses
MI	Location:	the balance of the area
	Permitted uses:	light industrial uses

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The land is flat.

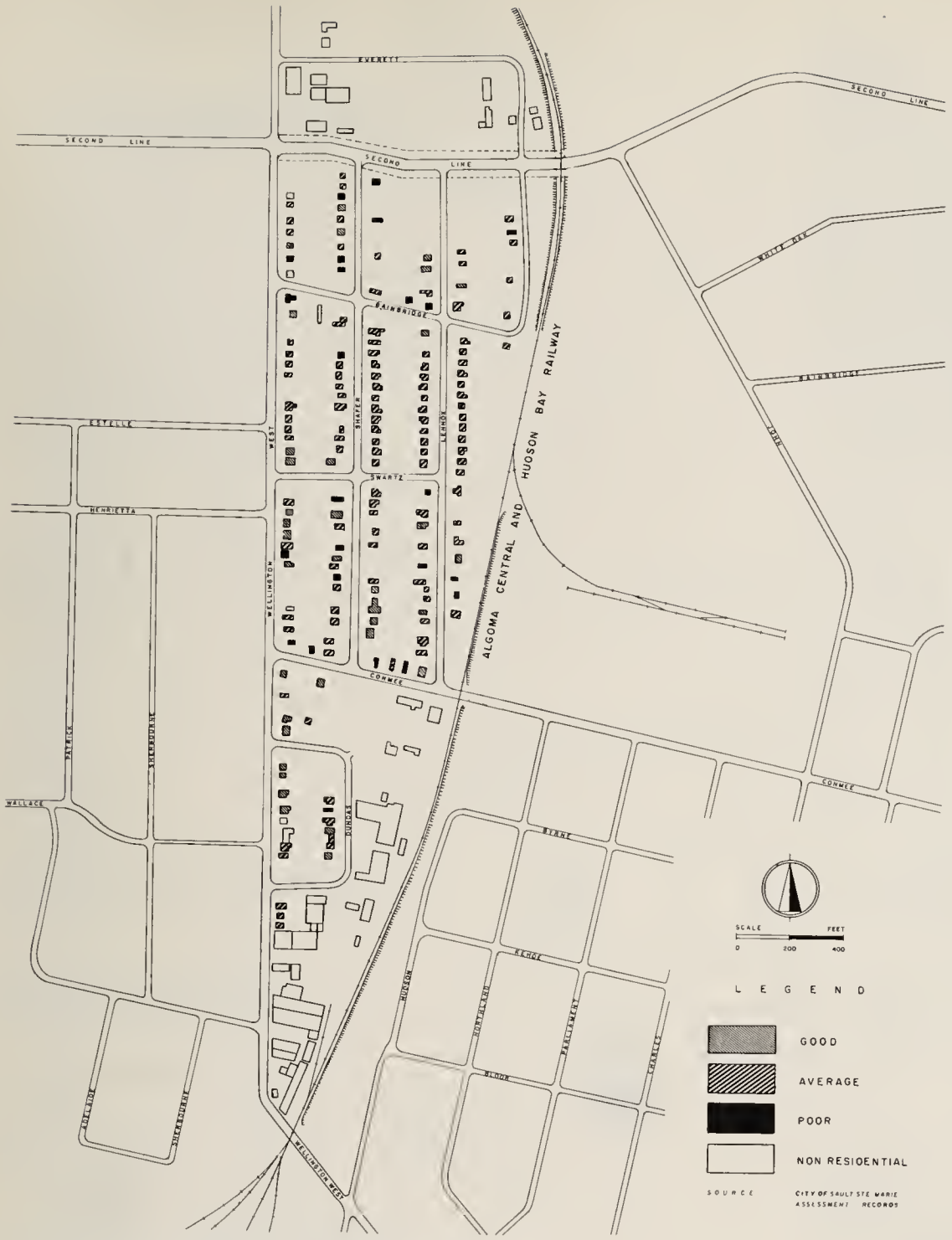


PLATE 79 CONDITION OF INDIVIDUAL STRUCTURES

STUDY AREA "C"

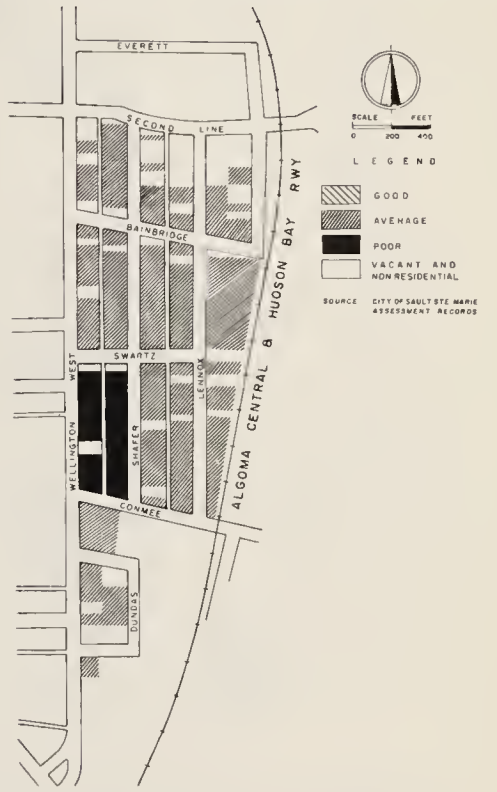


PLATE 80 CONDITION OF STRUCTURES BY BLOCK

UTILITIES

Sewer and water services are available in the area south of the Second Line Road.

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plates 79 & 80, Table 103)

65.3% of the structures are only fair condition, with 13.9% poor and substandard. Buildings of each of the three classifications exist in almost every block. There are no concentrations of either "good" or "poor" structures. The block bounded by Swartz, Shafter, Wellington West, and Conmee Streets has the worst combined rating: poor.

TABLE 103 CONDITION OF RESIDENTIAL STRUCTURES

	Number	Percent
Good	36	20.8
Average (fair)	113	65.3
Poor	24	13.9
Total	173	100.0

AGE OF RESIDENTIAL STRUCTURES (Plates 81 & 82, Table 104)

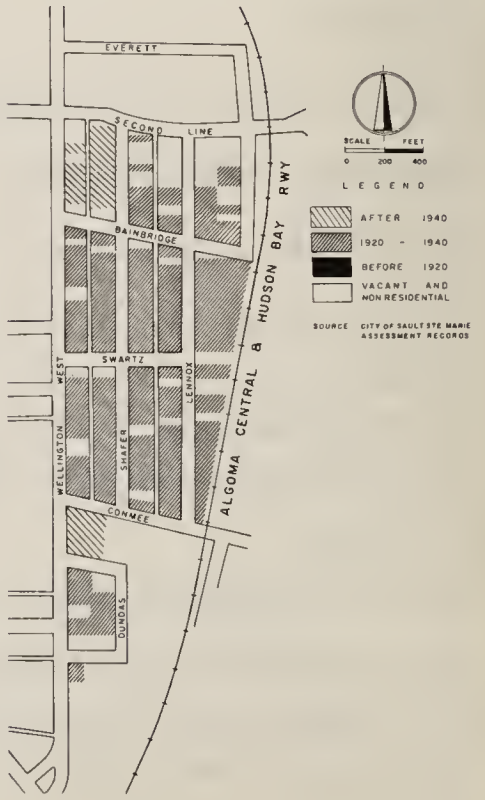
The "pre-1920" houses, comprising 33.5% of the total, are most concentrated near Conmee Street. Houses of other periods were of an infilling nature. On a block basis, all but 2 blocks were mostly built up between 1920–1940.

TABLE 104 AGE OF RESIDENTIAL STRUCTURES

	Number	Percent
After 1940	102	59.0
1920–1940	13	7.5
Before 1920	58	33.5
Total	173	100.0

PLATE 81 AGE OF INDIVIDUAL STRUCTURES

PLATE 82 AGE OF STRUCTURES BY BLOCK



TYPES OF DWELLING UNITS

Of the 173 residential structures, 171 are single-family dwellings, with two containing semi-detached units.

FIRE PROTECTION

In 1959 two minor fires were reported.

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 803 residents 37.9% are in the 0–14 age group, 57.3%,15 to 61 years of age, and 4.8%,61 or over.

DISTRIBUTION AND DENSITY (Plates 83 & 84)

Population density averages 29.5 persons per net acre. By blocks it ranges from 6.2 to 47.5 persons per acre. The dwelling density averages 6.4 structures per acre.

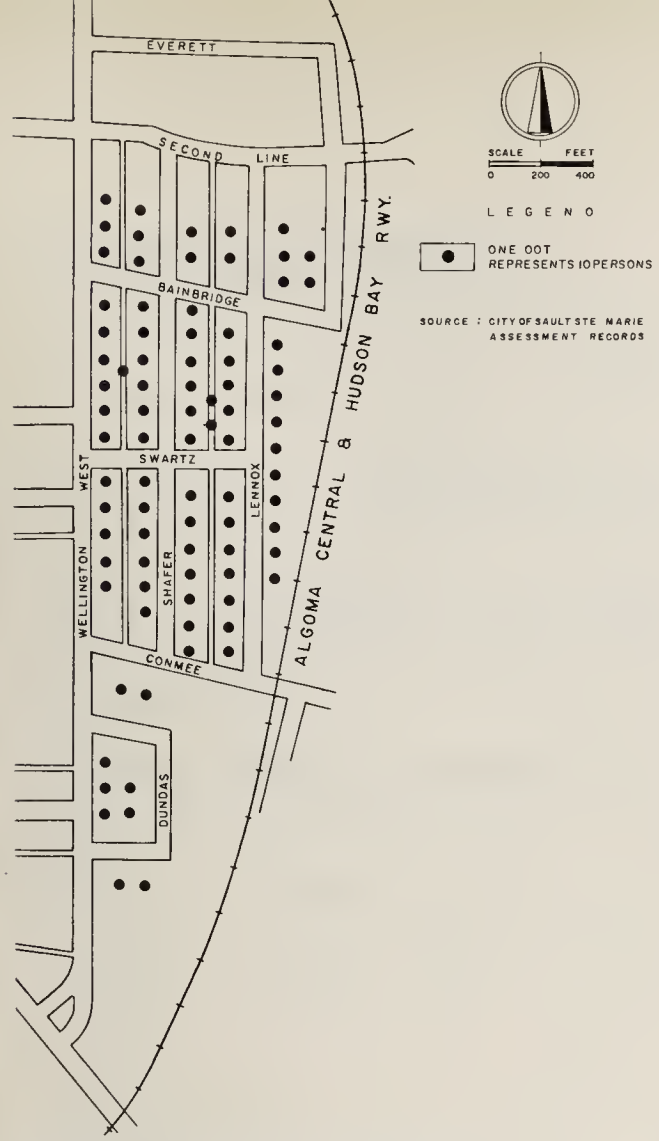


PLATE 83 POPULATION DISTRIBUTION

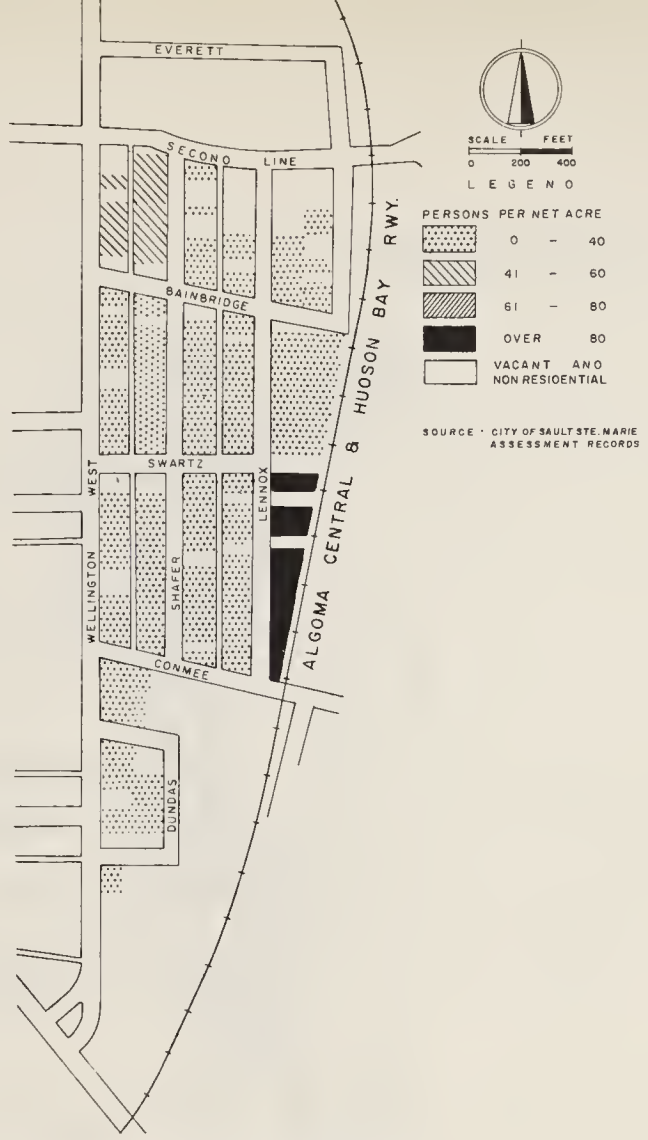


PLATE 84 POPULATION DENSITY

PLATE 85 OVERCROWDING

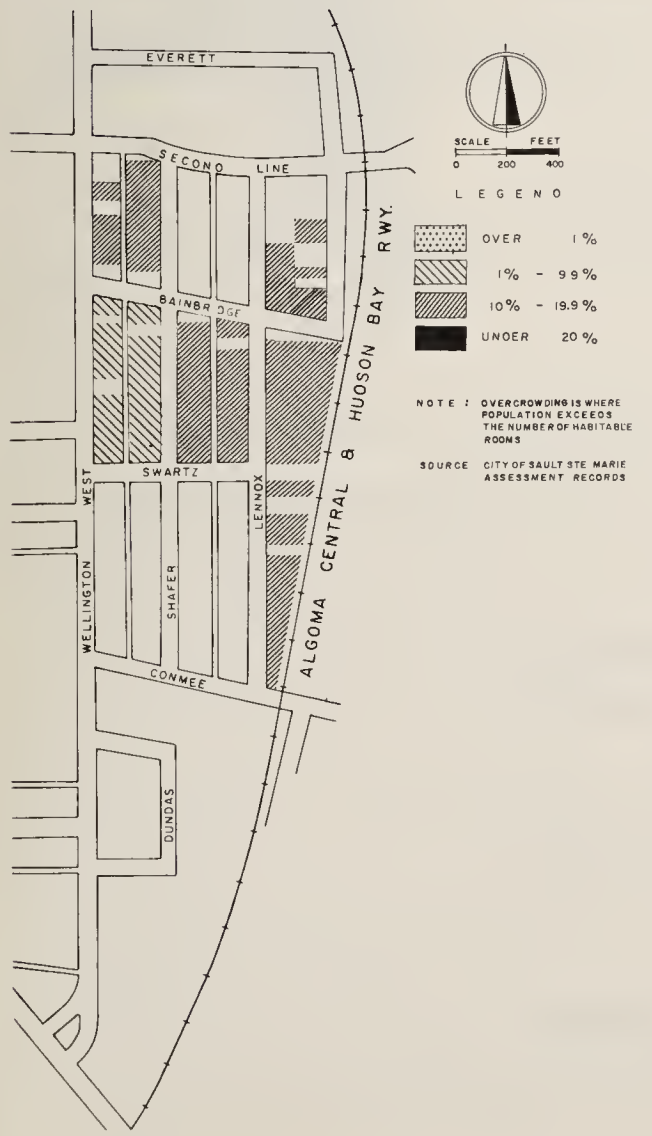
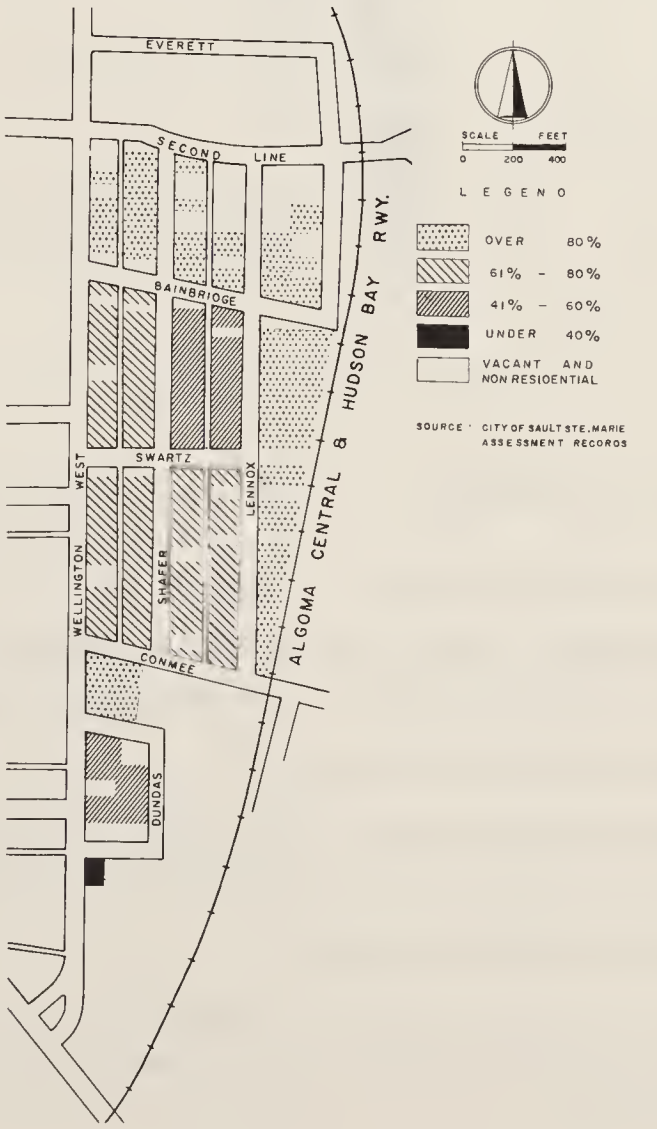


PLATE 86 OWNER OCCUPANCY



STUDY AREA "C"

PLATE 87 THE PROPOSAL

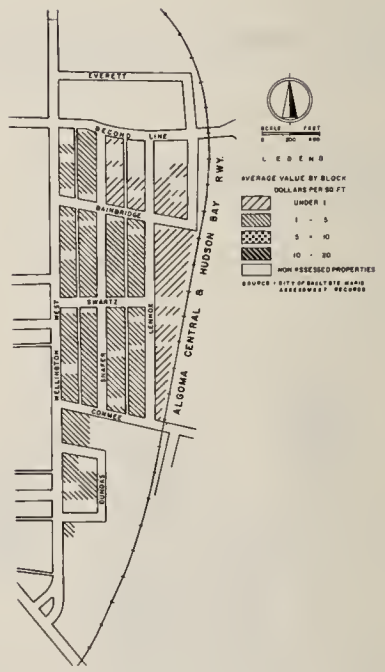


PLATE 88 PROPERTY VALUES

OVERCROWDING (Plate 85)

Overcrowding is evident in five of the six blocks in the north end of the area. In three of the blocks the number of persons exceed the number of rooms by over 18%.

OWNER OCCUPANCY (Plate 86)

By blocks, owner occupancy varies generally from 50% to 100%. However, in one block at the extreme south end, only 20% are owner occupied.

PROPERTY VALUES (Plate 88)

On the same basis as indicated in Study Area "A", property values range from $0.89 to $1.84 per square foot, with the lower values being found adjacent to the railroad tracks.

RECOMMENDATIONS (Plate 87)

The following are the principal improvements recommended:

THE PASSING OF BYLAWS:

ENVIRONMENT: to enable the municipality to purchase, develop and maintain lands marked "C" of 2.8 acres for parks purposes.

LAND USE AND ZONING: for the amendment of the Official Plan and Zoning By-law to designate the lands marked "D" for service industrial purposes replacing residential uses.

REDEVELOPMENT: to designate the lands bounded by the Second Line Road, Lennox, Bainbridge, and Shafter Streets (3.3 acres) as a redevelopment area.

PUBLIC HOUSING: for the approval of the erection of a public housing project in the area marked "A" and to enter into agreements with the Provincial and Federal Governments, under Section 23, Part III of the National Housing Act.

TRAFFIC PATTERN: closing Lennox Street, south of Swartz, and authorizing the construction of a new road linking the intersection of Lennox and Swartz streets with Dundas Street (Plate 87).

STUDY AREAS "D" & "E" — REDEVELOPMENT

STUDY AREA "D" ITALIAN VILLAGE

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded by Cathcart and West Streets, the rights-of-way of the Canadian Pacific and the Algoma Central and Hudson Bay Railways. It is part of Planning District No. 9, in the City.

SIZE

It comprises 43.0 acres, of which 19.7 acres are streets.

THE CHARACTER OF THE AREA: The general appearance of the area is evidenced by fairly well maintained homes, and structures, and tidy yards. However, decline and blight are reflected by the age and obsolescence of the structures, the high ratio of land coverage, and the lack of open space, coupled with the arid view toward the heavy industries which surround the area in three directions.

This is one of the chief problem areas, because, on the one hand, the residents, who are mainly of Italian background, and have lived here since the early years of this century, take pride in the maintenance of their homes, and are loyal to the area. Only the younger generation have moved out, because of the lack of space and up-to-date facilities. On the other hand, the designation of this area for industrial uses, would affect it adversely, economically, and physically; economically, because the properties would be unsaleable at residential values, and physically, because there would be no purpose then in improvement and maintenance.

STUDY AREAS "D AND E"

LAND USE (Plate 89, Table 105)

The dominant use of land is for residential purposes, comprising 59.6% of the area. The commercial uses, primarily in the James Street Shopping District, are 12.5%, while institutional uses form 6.5%, industry 13.8% and vacant lands 7.3%.

TABLE 105 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	22.8	59.6
Commercial	4.8	12.5
Institutional	2.6	6.8
Industrial	5.3	13.8
Vacant	2.8	7.3
Total	38.3	100.0

ZONING

Bylaw 2367, as amended, establishes the following zones:

R2A — Location: the western part of the area

Permitted uses: single family, duplex, fourplex, semi-detached, converted dwellings and group housing.

C2 — Location: between James Street and the C.P.R. rail line

Permitted uses: general retail business uses.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The lands are very flat, a few feet above river level.

UTILITIES

Water and sewer services are available.

BUILDING CHARACTERISTICS

CONDITION OF STRUCTURES (Plates 90 & 91, Table 106)

65.1% of the buildings are in only fair condition, with a further 21.7% poor and substandard, and 13.2% good. On a block basis two of the three blocks west of James Street and the block north of Albert Street adjacent to the C.P.R. right-of-way have the highest incidence of substandard structures.

TABLE 106 CONDITION OF ALL STRUCTURES
(ASSESSED STRUCTURES ONLY)

	Number	Percent
Good	37	13.2
Average (fair)	183	65.1
Poor	61	21.7
Total	281	100.0

AGE OF STRUCTURES (Plates 92 & 93, Table 107)

Almost 80% of the structures were built prior to 1920, with 16% built between 1920 and 1940, and 4% since that time. The majority of buildings in every block are over 40 years old.

TABLE 107 AGE OF ALL STRUCTURES
(ASSESSED STRUCTURES ONLY)

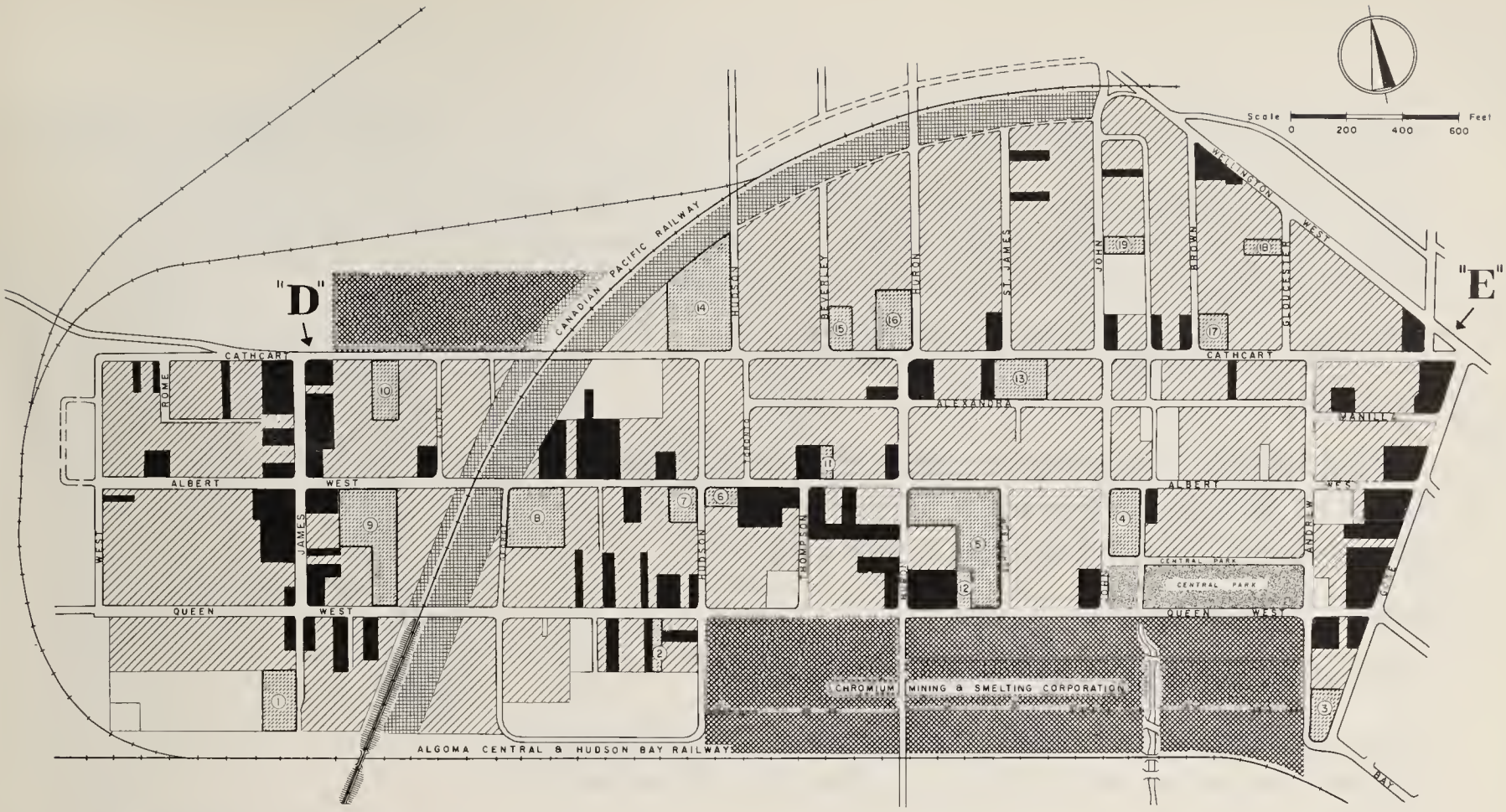
	Number	Percent
After 1940	12	4.0
1920–1940	37	16.2
Before 1920	232	79.8
Total	281	100.0

TYPES OF DWELLING UNITS

45% of the structures are multiple-family dwellings, with the balance in single-family and non-residential structures.

FIRE PROTECTION

One major and one minor fire were recorded in 1959



L E G E N D

RESIDENTIAL
COMMERCIAL
INDUSTRIAL
PARK
VACANT LAND
RAILWAY
INSTITUTIONAL

1. O B W SPORTS CLUB
2. SALVATION ARMY
3. ONT. DPT OF HEALTH REG. LAB.
4. ST. JOHN CHURCH & HALL
5. KING EDWARD PUBL. SCHOOL
6. ALL PEOPLE'S UNITED CHURCH
7. ASSOC. OF UKRANIAN CANADIANS
8. ST. MARYS SEP SCHOOL
9. MC FADDEN PUBL. SCHOOL
10. OUR LADY OF MT CARMEL CHURCH
11. CANADIAN FINNISH CLUB
12. CITY PUMPING STATION
13. BLESSED SACRAMENT CHURCH
14. SONS OF ITALY TEMPLE
15. ST IGNATIUS CHURCH
16. ST. IGNATIUS SEP SCHOOL
17. ST PAUL'S CHURCH
18. CHURCH OF JESUS
19. ZION ENGL. LUTH. CHURCH

SOURCE CITY OF SAULT STE MARIE ASSESSMENT RECORDS
T P C L STAFF FIELD SURVEY 1959/60

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 1,949 persons, 27.2% were in the 0–14 age group, 65.5%, 15 to 60, and 7.3% over 60.

DISTRIBUTION AND DENSITY (Plates 94 & 95)

Net residential density averages 38 persons per acre. On a block basis densities range from 48 to 98 persons per acre.

OVERCROWDING (Plate 96)

Overcrowding exists in the block bounded by the C.P.R. line, James, Queen, and Albert Streets.

OWNER OCCUPANCY (Plate 97)

On a block basis owner occupancy ranges from 31 to 70% with the lower ratios found in the blocks bounded by James, Albert, West, and Cathcart Streets, the CPR line, Queen, James, and Albert Streets.

STUDY AREAS "D AND E"

PROPERTY VALUES (Plate 98)

On the same basis as that used in Study Area "A", estimated property values range from $2.74 to $5.80 per square foot, with the lands in the northwesterly and southeasterly corners of the area having the higher average values.

AREA "E" — ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded by the Canadian Pacific, Algoma Central and Hudson Bay Railways, Gore Street and Wellington Street West. It constitutes the Bridge Plaza neighbourhood, and is within Planning District No. 2, in the City.

SIZE

The total area is 195.9 acres, of which 77.9 acres are streets.

THE CHARACTER OF THE AREA: The area is blighted, suffering from structures crowded on narrow lots, poor maintenance, and the age and obsolescence of its buildings.

LAND USE (Plate 89, Table 108)

55.3% of the land is in residential use, with 14.5% in industrial, and 6.6% commercial; 3 schools, 7 churches, 3 halls, 2 government buildings, a laboratory and a pumping station comprise 6.3%, open space 2.0%, and vacant lands 6.5%.

TABLE 108 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	70.7	55.3
Commercial	8.4	6.6
Institutional	8.1	6.3
Industrial	18.6	14.5
Railroad	11.3	8.8
Open Space	2.6	2.0
Vacant	8.3	6.5
Total	128.0	100.0

ZONING

Bylaw 2367 established the following zones:

C2	Location:	lands in the west and east ends of the area
	Permitted uses:	general retail business
R2B	Location:	the balance of the lands extending from Queen Street to the C.P.R. right-of-way
	Permitted uses:	Uses permitted in R1B and R2A zones, and apartment houses.
M2	Location:	the area generally south of Queen Street.
	Permitted uses:	heavy industrial

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The land is very flat, a few feet above river level.

TABLE 109 CONDITION OF ALL STRUCTURES (ASSESSED STRUCTURES ONLY)

	Number	Percent
Good	136	19.3
Average (fair)	500	71.2
Poor	67	9.5
Total	703	100.0

PLATE 90 CONDITION OF INDIVIDUAL STRUCTURES

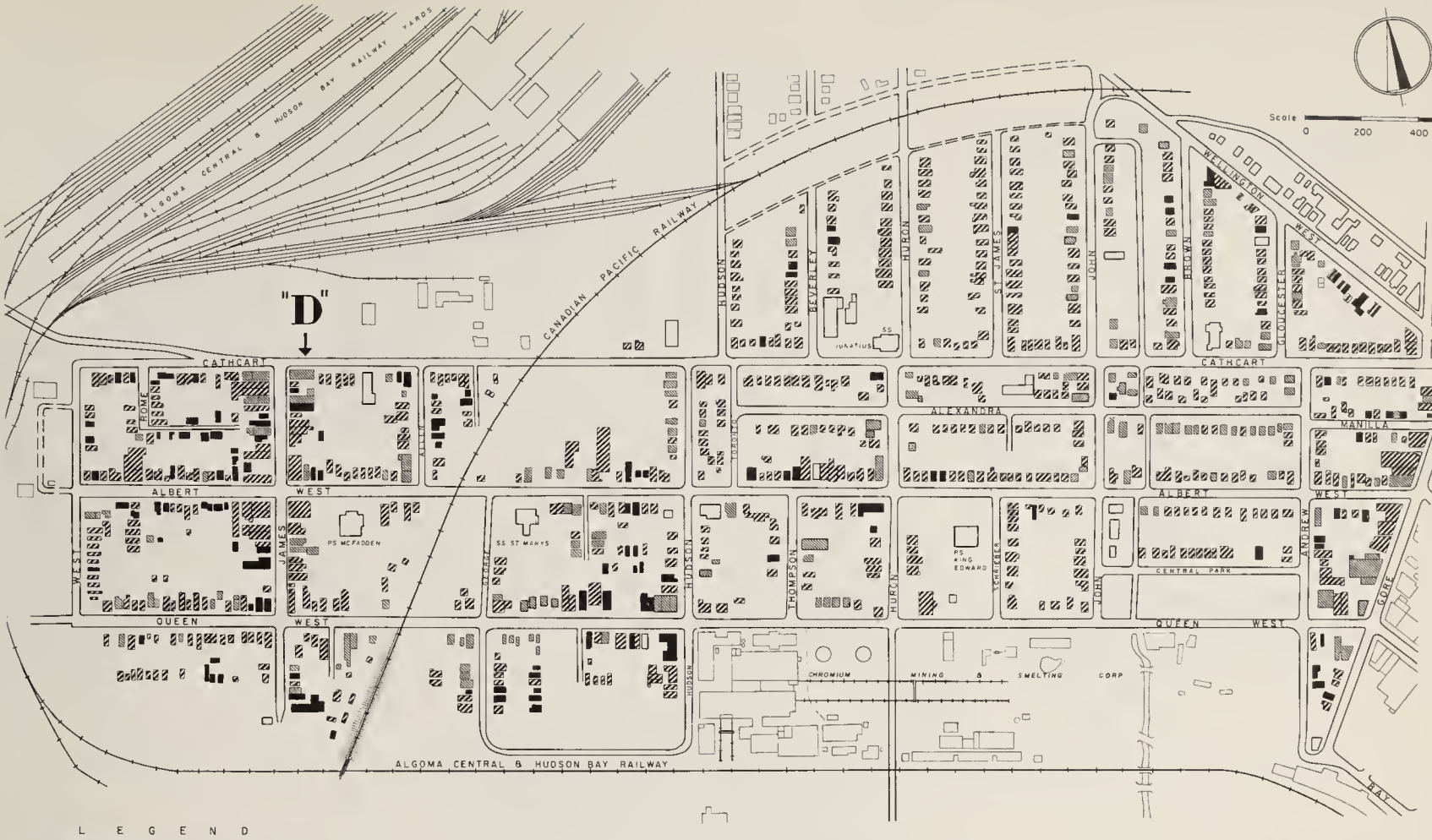
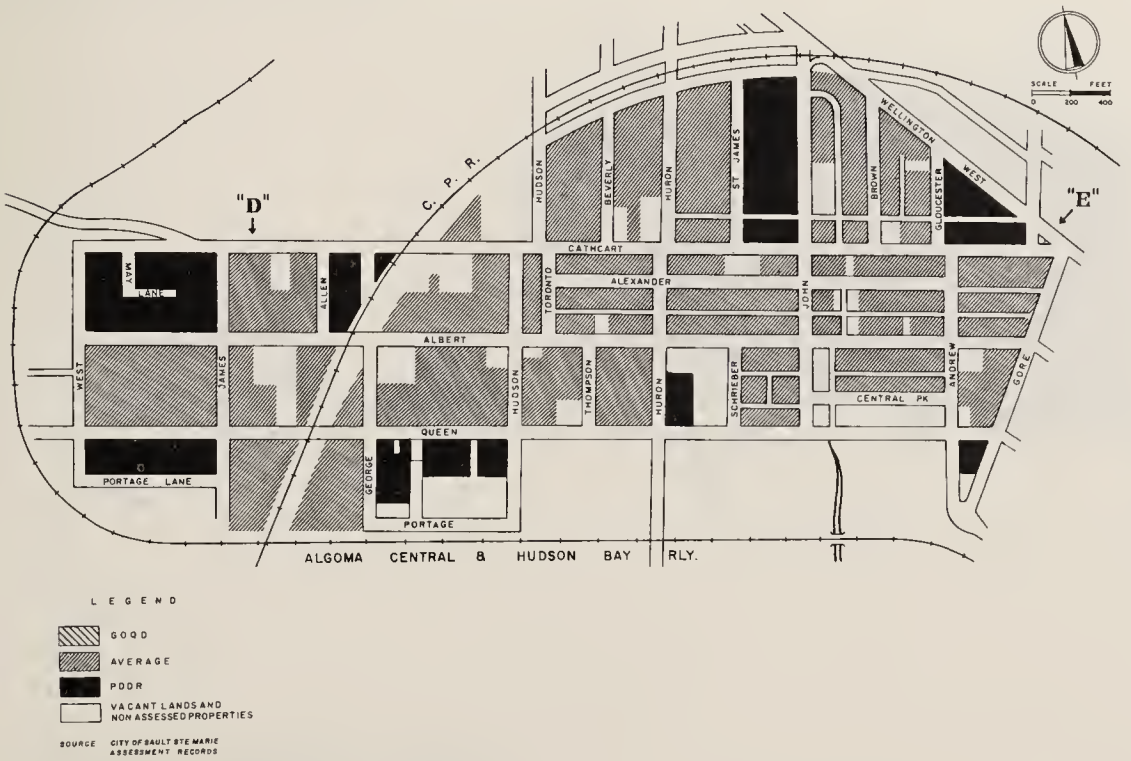
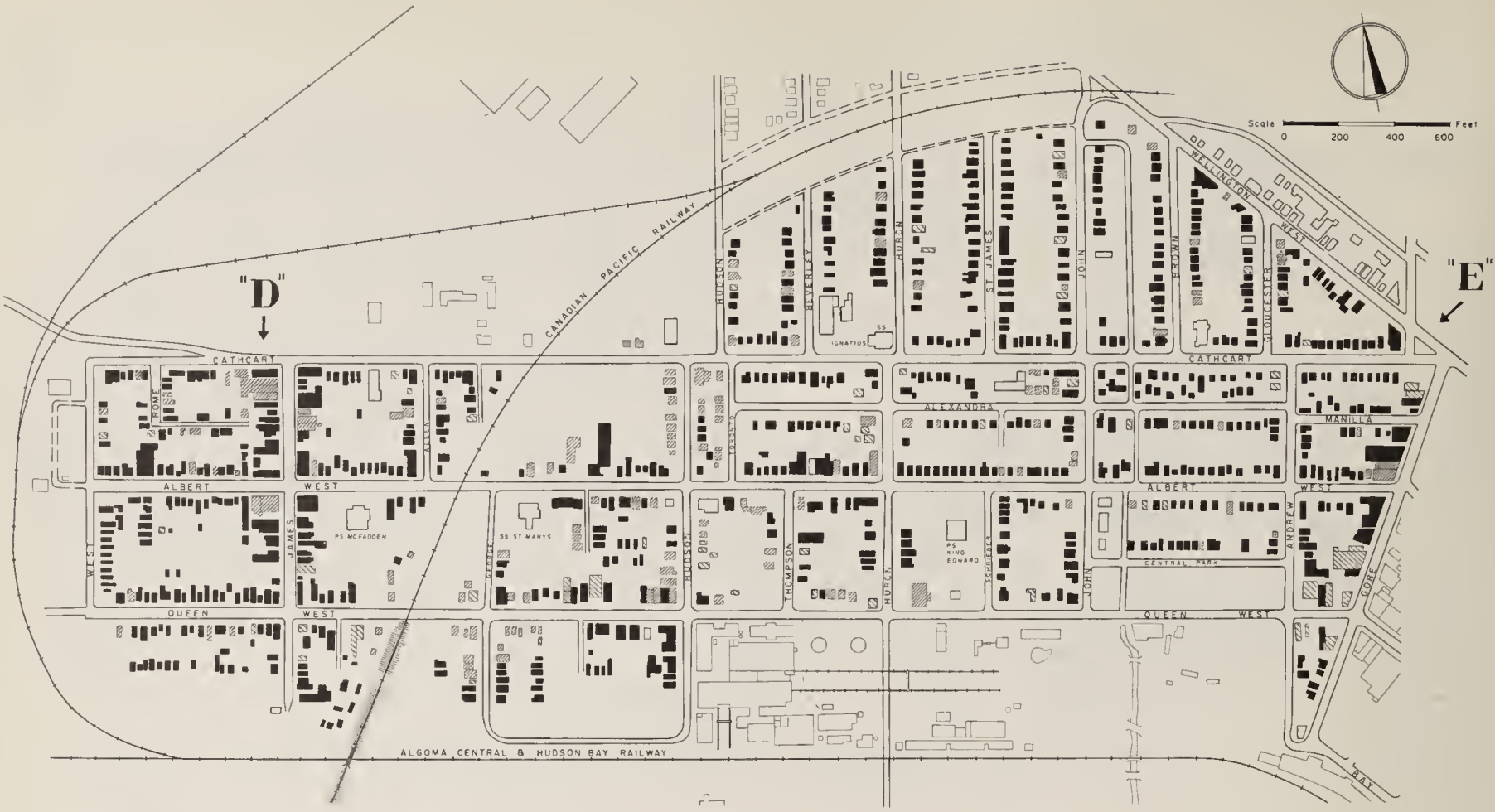


PLATE 91 CONDITION OF STRUCTURES BY BLOCK



STUDY AREAS "D AND E"

PLATE 92 AGE OF INDIVIDUAL STRUCTURES



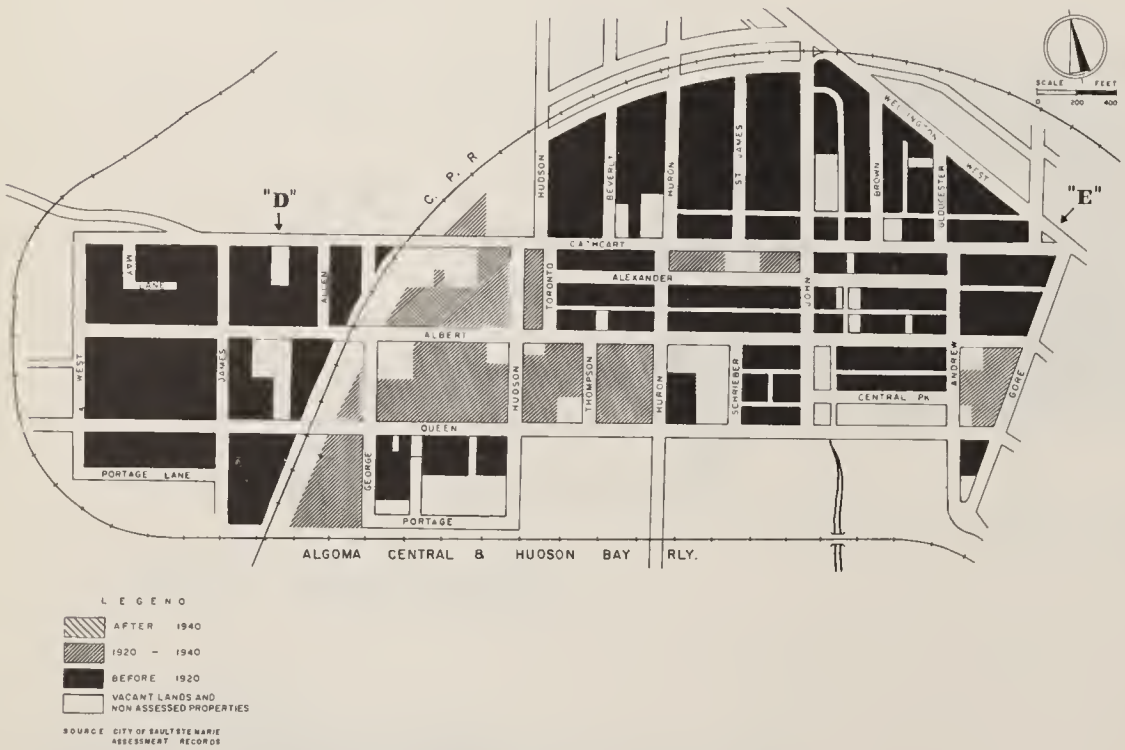
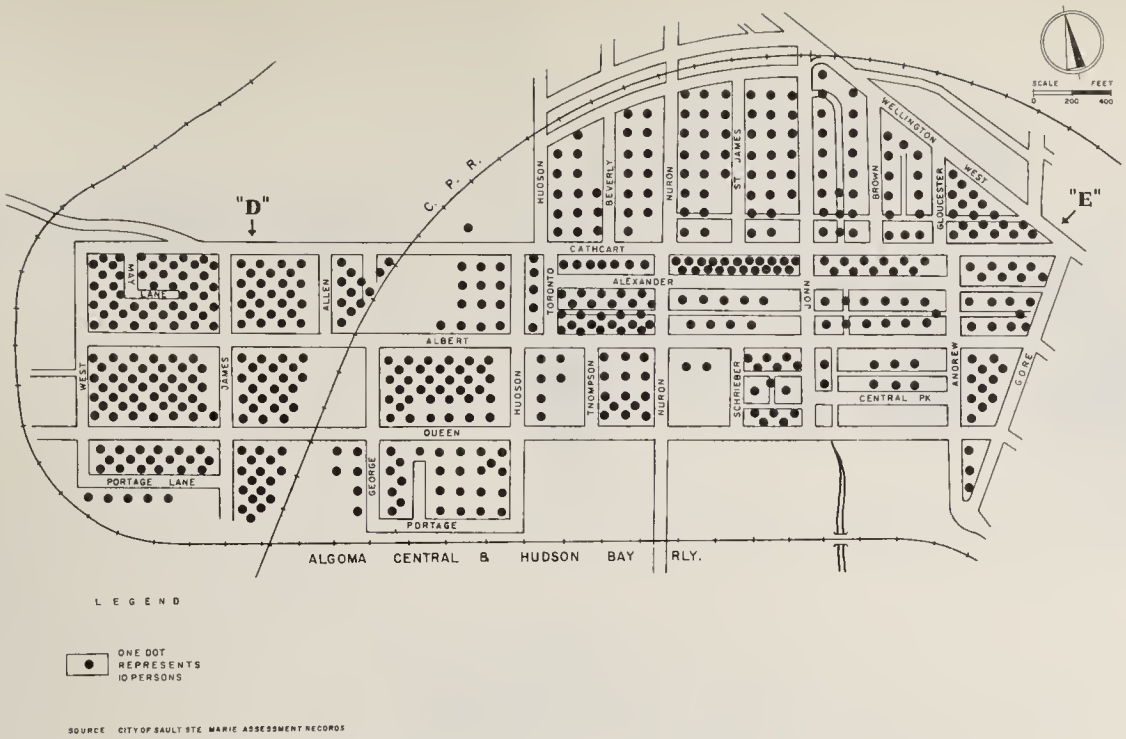


PLATE 93 AGE OF STRUCTURES BY BLOCK

STUDY AREAS "D AND E"

STUDY AREAS "D AND E"

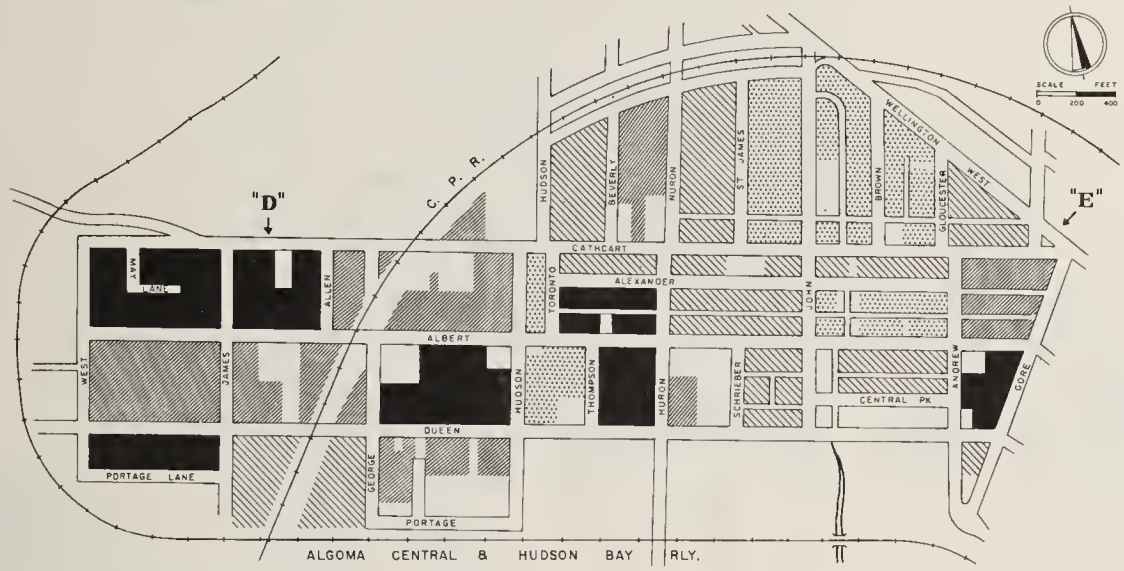


LEGEND

ONE DOT REPRESENTS 10 PERSONS

SOURCE CITY OF SAULT STE MARIE ASSESSMENT RECORDS

PLATE 94 POPULATION DISTRIBUTION



LEGEND

PERSONS PER NET ACRE

0 - 40

41 - 60

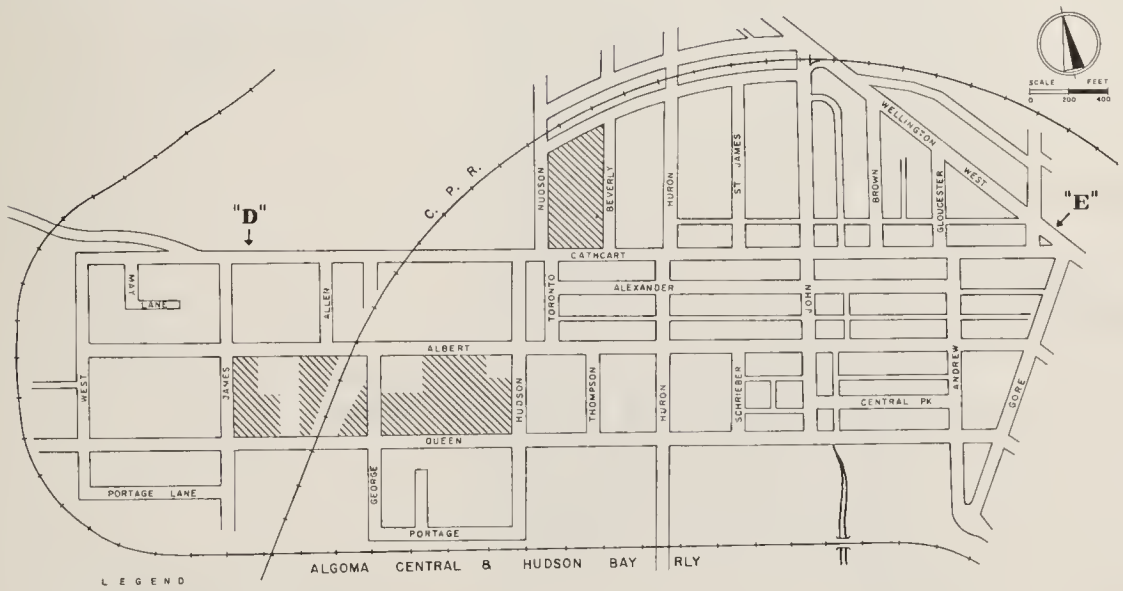
61 - 80

OVER 80

VACANT LANDS AND NON ASSESSED PROPERTIES

SOURCE: CITY OF SAULT STE MARIE ASSESSMENT RECORDS

PLATE 95 POPULATION DENSITY



LEGEND

UNDER 1%

1% - 9.9%

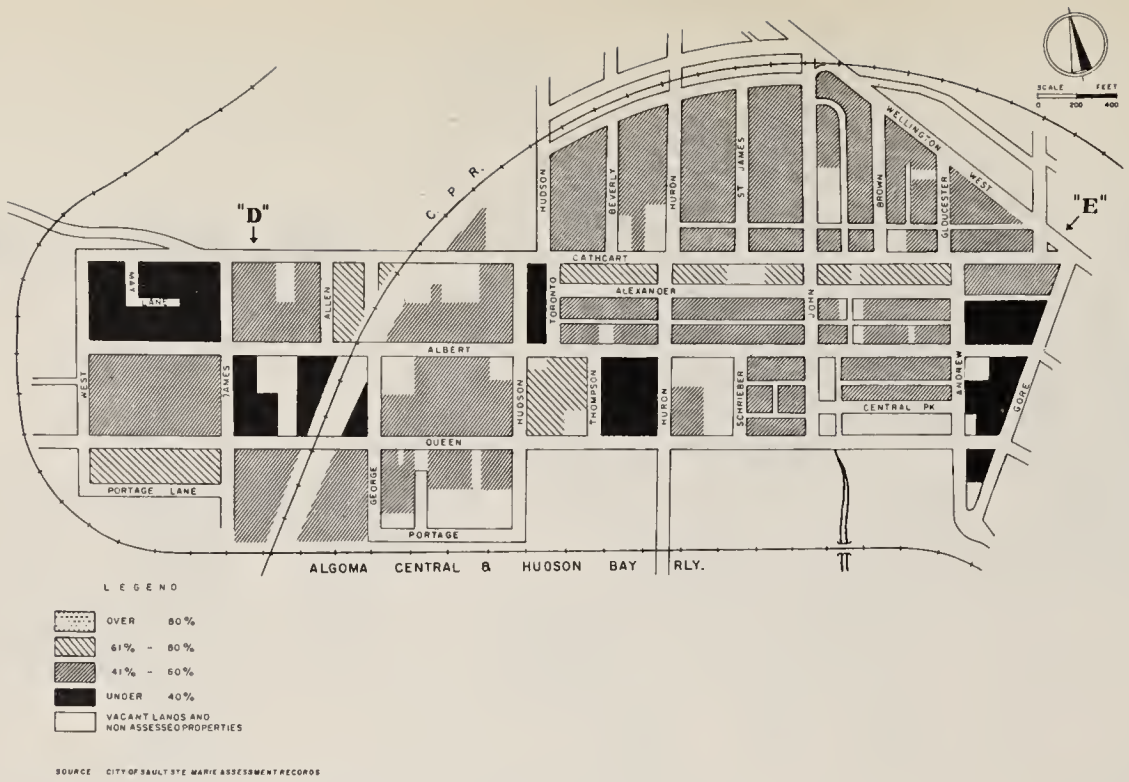
10% - 19.9%

OVER 20%

SOURCE: CITY OF SAULT STE MARIE ASSESSMENT RECORDS

NOTE OVERCROWDING IS WHERE POPULATION EXCEEDS THE NUMBER OF HABITABLE ROOMS

PLATE 96 OVERCROWDING



STUDY AREAS "D AND E"

PLATE 97 OWNER OCCUPANCY

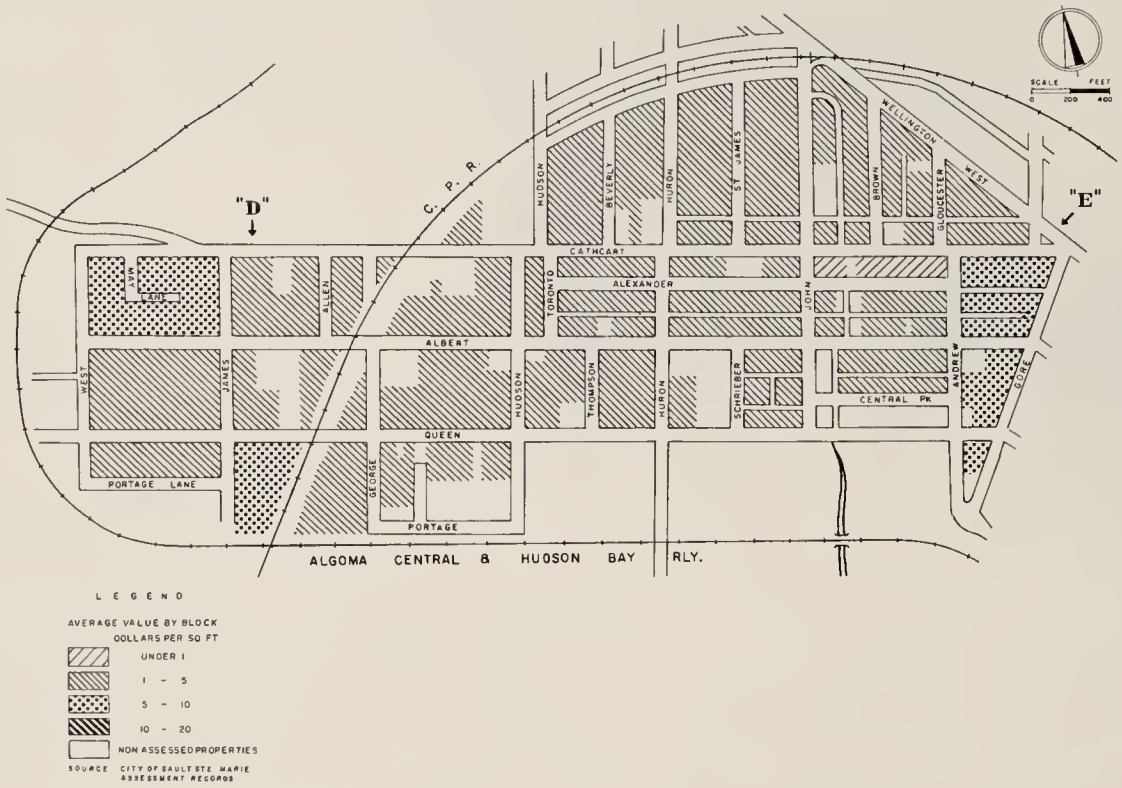


PLATE 98 PROPERTY VALUES

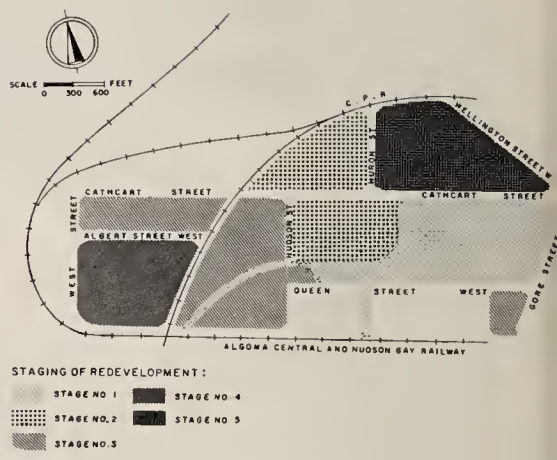


PLATE 99 STAGING

UTILITIES

Both water and sewer services are available.

BUILDING CHARACTERISTICS

CONDITION OF STRUCTURES (Plates 90 & 91, Table 109)

71.2% of the structures are in only fair condition, 19.3% are good, while 9.5% are poor or substandard. On a block basis two of the three areas south of Queen Street are poor. Three other blocks, remote from each other, are also poor.

AGE OF STRUCTURES (Plates 92 & 93, Table 110)

77.2% of the buildings were built before 1920, 15.7% between 1920 and 1940, and 7.1% since that time. On a block basis "pre 1920" buildings predominate through most of the area. In a few of the blocks, the average building was erected between 1920 and 1940.

TABLE 110 AGE OF ALL STRUCTURES
(ASSESSED STRUCTURES ONLY)

	Number	Percent
After 1940	50	7.1
1920–1940	110	15.7
Before 1920	543	77.2
Total	703	100.0

PLATE 100 PROPOSALS

PLATE 101 HOUSING PROJECT AT WELLINGTON AND CATHCART STREETS

STUDY AREAS "D AND E"

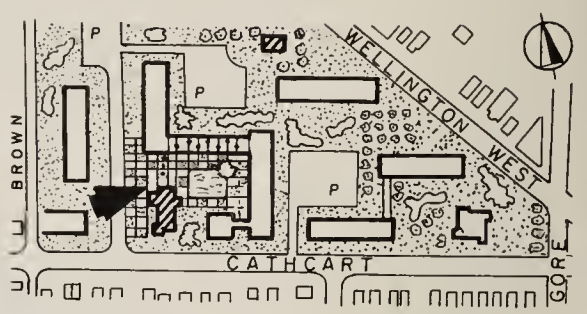


PLATE 102 SITE PLAN

TYPES OF DWELLING UNITS

Approximately 28% of the structures are in multiple residential occupancy, the balance are single-family dwellings and non-residential buildings

FIRE PROTECTION

Three major and four minor fires were reported.

POPULATION CHARACTERISTICS

Of the 3,656 residents 28.7% were 0–14 years of age, 59.4%, 15 to 60, and 11.9% over 60.

DISTRIBUTION AND DENSITY (Plates 94 & 95)

Residential density averaged 52 persons per net acre. However, on a block basis densities ranged from 31 to 90 persons per acre, with the higher densities generally near Queen Street.

OVERCROWDING (Plate 96)

Overcrowding exists in only three blocks, all close to the C.P.R. right-of-way. In the block bounded by Albert, Hudson, Queen, and George Streets, the number of persons exceeded the number of rooms by approximately 10%.

OWNER OCCUPANCY (Plate 97)

On a block basis owner occupancy ranges from a low of 22% to a high of 61%. The blocks abutting Gore Street have amongst the lowest ratios.

PROPERTY VALUES (Plate 98)

On the same basis as that of Area "A", the estimated property values range on a block basis from a low of $0.80 per square foot to a high of $5.09. All of the blocks, which do not abut Gore Street, are less than $5.00 per square foot.

RECOMMENDATIONS (Plates 100, 101 & 102)

The principal improvements recommended necessitate the passing of bylaws for:

ENVIRONMENT: enabling the purchase, development and maintenance of 47 acres of buffer areas to separate and protect the area from the impact of industrial operations in the north, west, and south, and from the railroad rights-of-way, as shown on Plate 100.

LAND USE AND ZONING: amending the Official Plan and Zoning Bylaw, designating the various parts of the area for multiple family residential use, shopping centre use, and service industrial use, as shown on Plate 100.

REDEVELOPMENT: establishing the whole of Areas "D" and "E", as a redevelopment area (166.3 acres), in accordance with Section 20(2), acquiring the lands under Section 20(3), and entering into agreements with private agencies for the clearance and redevelopment of the lands in accordance with Section 20(8) of the Planning Act and also in accordance with the proposals shown on Plate 100.

CIRCULATION: closing James, Allen, Toronto, Alexander, St. James, Brown, Gloucester, Schreiber, and parts of George, Hudson, Huron, and John Streets.

SCHOOLS: authorizing the replacement of the old and substandard schools of the area with modern structures, on the sites indicated on Plate 100.

8. STUDY AREA "F" – REDEVELOPMENT

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded on the north by St. Georges Street, on the east by North Street, on the south-west by Wellington Street West and by John Street on the west. It forms a part of Planning District No. 7 in the city.

SIZE

It comprises 21.1 acres, of which 3.0 acres are streets.

CHARACTER OF THE AREA

Its appearance is poor, due to lack of maintenance, age, obsolescence of structures, intermixed land uses, and buildings crowded on small lots. The area is further impaled by the rail line with its attendant noise, which bisects it.

LAND USES (Plate 103, Table III)

It is predominantly residential, with commercial uses fronting on John, North and Wellington Street West.

Zoning

Bylaw 2367, as amended, establishes the following zones:

STUDY AREA "F"

R1B	Location:	fronting on St. Georges Street and North Street, north of St. Andrew's Terrace.
	Permitted uses:	single family dwellings and conversions of older homes only.
C2	Location:	fronting on Wellington Street West, John Street and the north side of St. Andrew's Terrace.
	Permitted uses:	retail and general commercial uses.
C3	Location:	abutting both sides of the C.P.R. right-of-way.
	Permitted uses:	service commercial uses.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The land slopes generally from north-east to south-west. Its most notable topographic feature is the "fill" above the surrounding lands of up to 8 feet, upon which the C.P.R. trackage was built.

UTILITIES

Both sewer and water services are available.

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plates 104 & 105, Table 112)

53.7% of the residential structures are in fair and almost 30% in poor and sub-standard condition. On a block basis, the blocks on both sides of the rail line are rated "poor", and those to the north and south, "fair".

AGE OF RESIDENTIAL STRUCTURES (Plates 106 & 107, Table 113)

84.2% of the residential structures were built prior to 1920, with almost all of the balance built between 1920 and 1940. On a block basis, the average age of the structures in the block bisected by the rail line, places it in the 1920–1940 period, while the average age in the other blocks is "pre-1920".

TYPE OF DWELLINGS

Two of the 95 structures contain multiple units, the balance are single-family structures.

FIRE PROTECTION

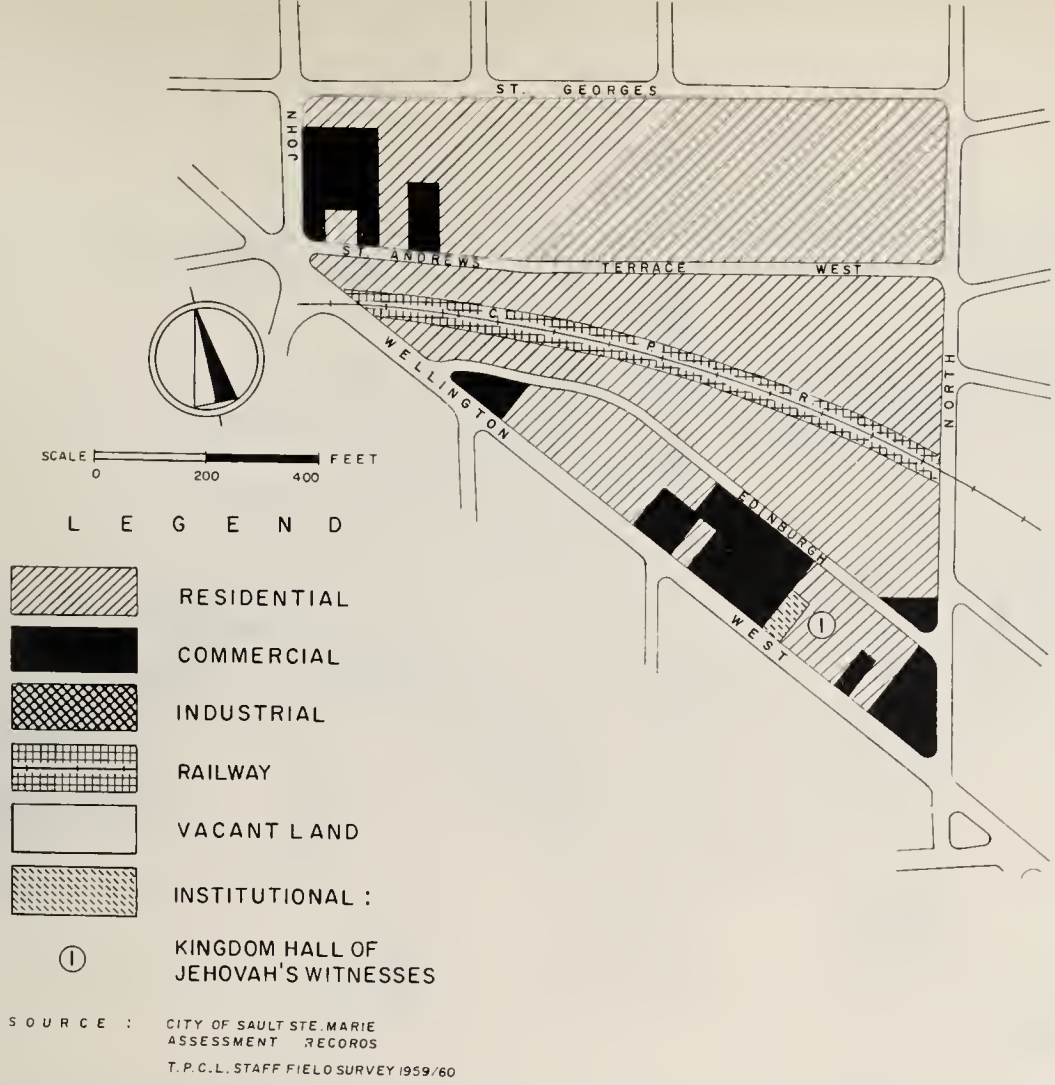
Two fires, one residential, were reported in 1959. Total damage amounted to an estimated $4,300.

TABLE 111 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	14.3	79.0
Commercial	2.4	13.2
Institutional	0.1	0.6
Railway	1.3	7.2
Total	18.1	100.0

TABLE 112 CONDITION OF RESIDENTIAL STRUCTURES

	Number	Percent
Good	16	16.8
Average (fair)	51	53.7
Poor	28	29.5
Total	95	100.0



STUDY AREA "F"

PLATE 103 EXISTING LAND USE

AGE GROUPS

339 persons resided in 1959, of which 31.2% were in the 0–14 age group, 52.5%, 15 to 60 years of age, and 16.3%, 61 or over.

DISTRIBUTION AND DENSITY (Plates 108 & 109)

Residential density averages 23.7 persons per net acre. In individual blocks, however, it ranges from 17 to 31 persons per acre.

OVERCROWDING

There is no evidence of overcrowding in any of the blocks.

OWNER OCCUPANCY (Plate 110)

On a block basis owner occupancy varies from 20% to 79%. The most southerly of the blocks contains the lowest ratio of owner occupancy and the most northerly, the highest.

PROPERTY VALUES (Plate 111)

On the same basis of estimating as was done for Study Area "A", property values by block range from a low of $0.89 per square foot, to a high of $5.51, with the lower values abutting the railroad tracks and the highest fronting on Wellington Street West.

TABLE 113 AGE OF RESIDENTIAL STRUCTURES

	Number	Percent
After 1940	3	3.2
1920–1940	12	12.6
Before 1920	80	84.2
Total	95	100.0

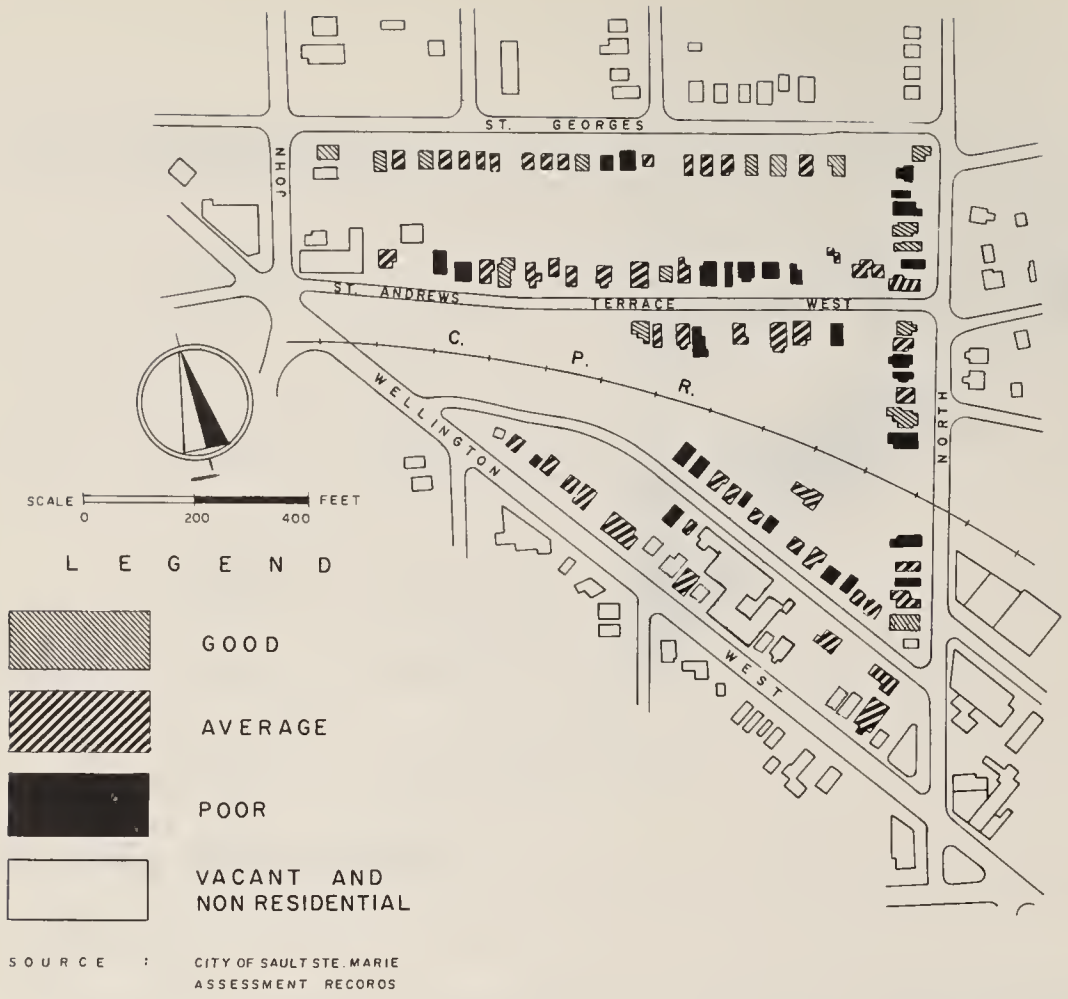


PLATE 104 CONDITION OF INDIVIDUAL STRUCTURES

STUDY AREA "F"

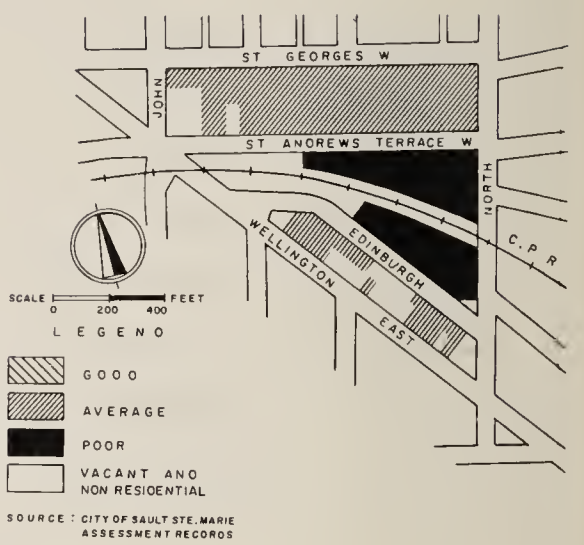


PLATE 105 CONDITION OF STRUCTURES BY BLOCK

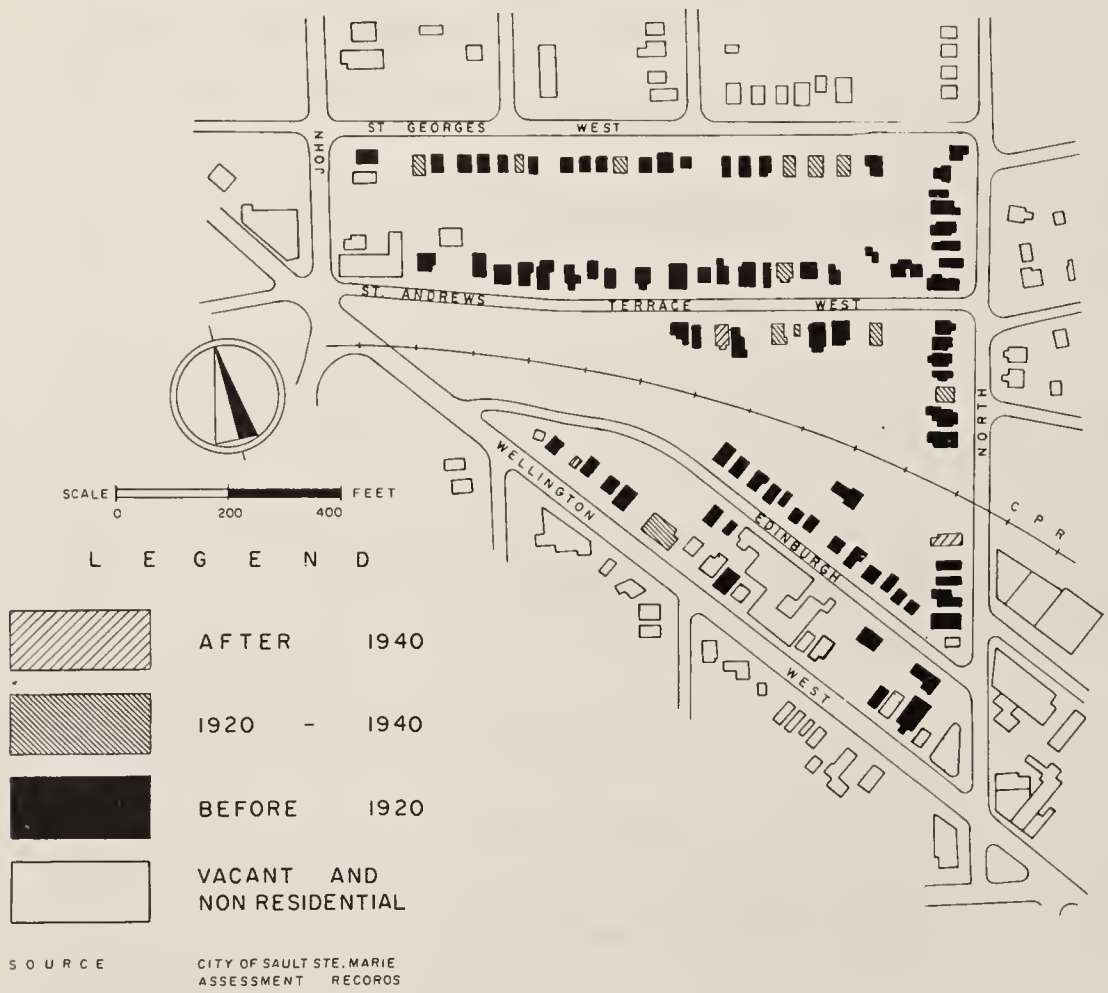


PLATE 106 AGE OF INDIVIDUAL STRUCTURES

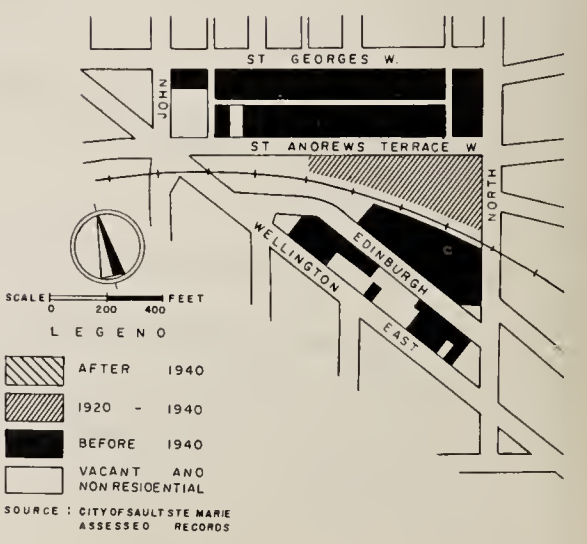


PLATE 107 AGE OF STRUCTURES BY BLOCK

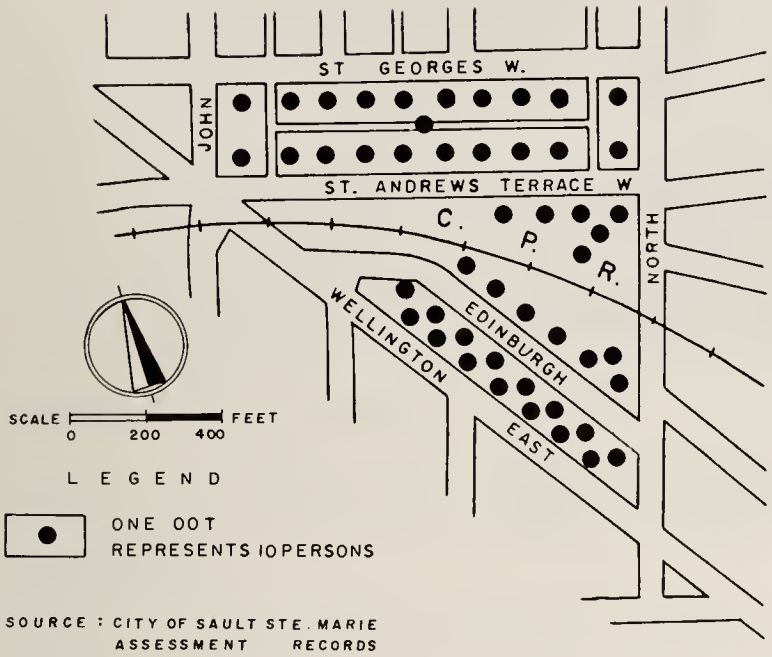


PLATE 108 POPULATION DISTRIBUTION

STUDY AREA "F"

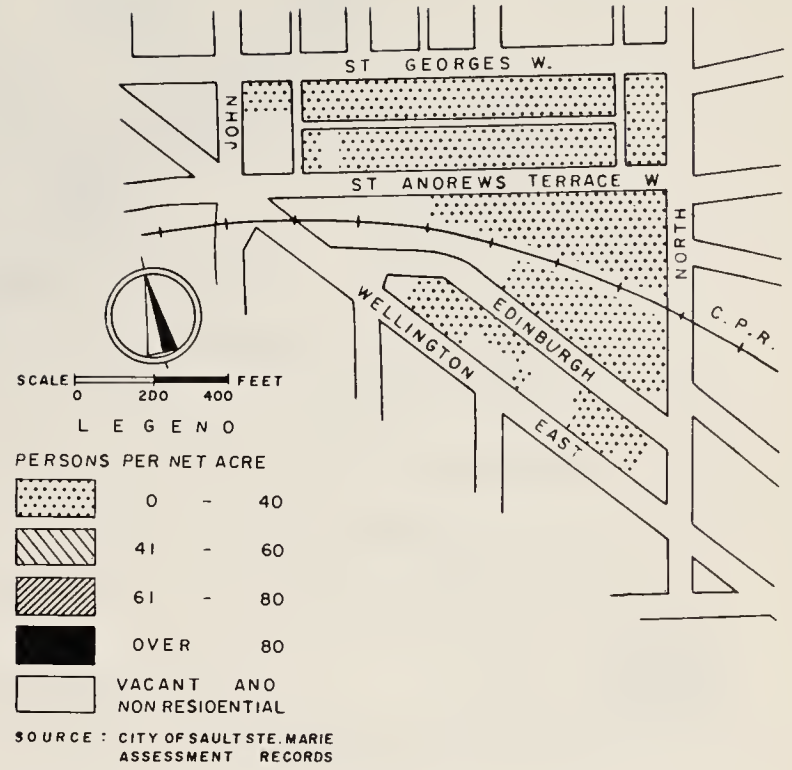


PLATE 109 POPULATION DENSITY

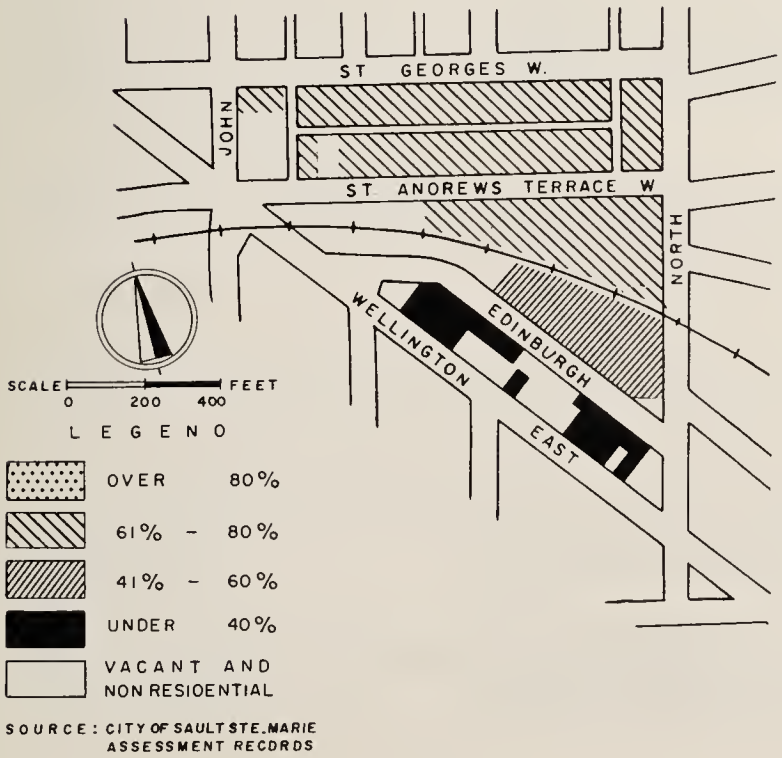


PLATE 110 OWNER OCCUPANCY

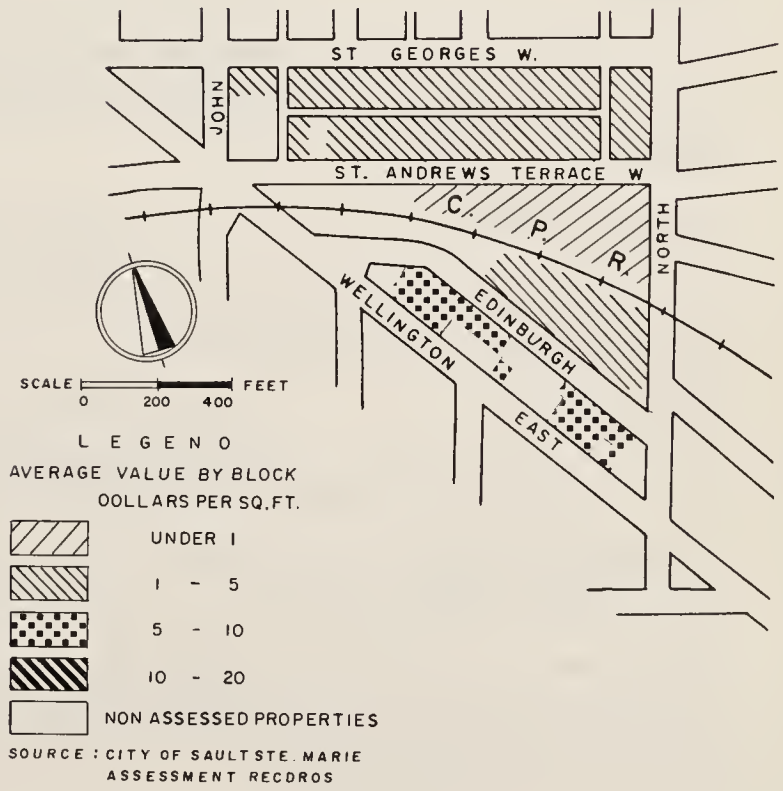
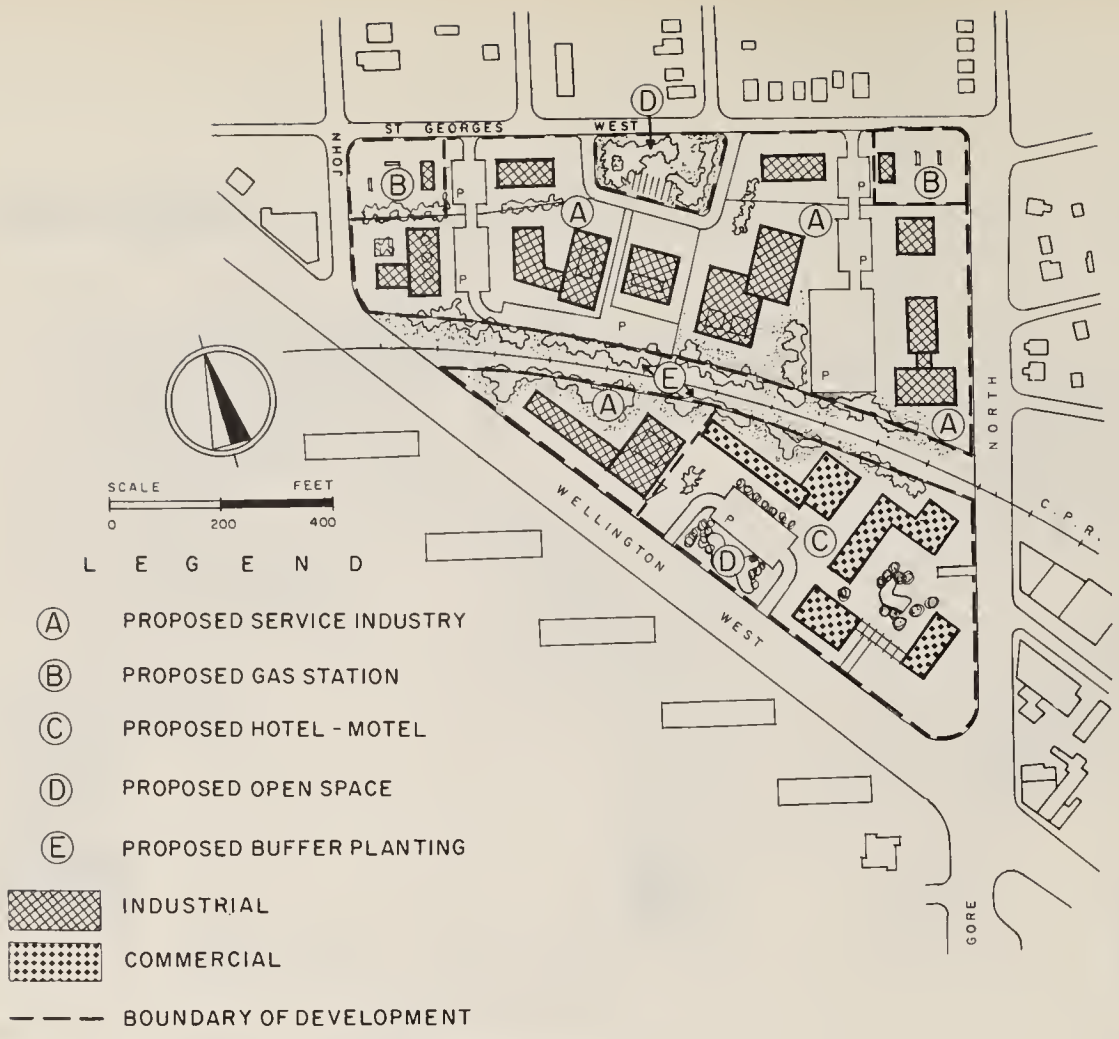


PLATE 111 PROPERTY VALUES



STUDY AREA "F"

PLATE 112 PROPOSALS

RECOMMENDATIONS: (Plate 112)

The passing of By-laws is proposed:

ENVIRONMENT

to provide landscaped buffers, marked "E", separating the area from the impact of the railway, to enable the municipality to purchase, develop, and maintain the lands marked "D", of 0.6 acres for parks purposes.

ZONING

to amend the Official Plan and Zoning By-law, designating the lands marked "A" for service industry, those marked "B" for service stations, and the lands marked "C" for a hotel.

REDEVELOPMENT

to designate the balance of the lands, comprising 19.2 acres, excluding the railroad right-of-way, as a redevelopment area.

CIRCULATION

to close St. Andrew's Terrace West and Edinburgh Street.

9. STUDY AREAS "G" & "H" — (Central Business District)

Study Areas "G" and "H" are separate geographical units, nevertheless they form together the central core of the urban area and contain the Central Business District, with its fringe land uses.

It is most fitting, therefore, to consider them as one complex for the purposes of analysis, study and comprehensive planning.

Area "G", the Central Business District, is the economic and cultural focal point of the Algoma Region. These activities share a common interdependence and are located close together

Area "H", the waterfront and the blighted bulk storage centre of the city, offers now an opportunity to re-establish the historic relationship of the Central Business District to the river, by opening up views and pedestrian access, and new space for expansion to the St. Mary River.

DESCRIPTION AND ANALYSIS

AREA "G" — THE CENTRAL BUSINESS DISTRICT

LOCATION

It is bounded by Wellington, Pim, Bay and Gore Streets, and is contained within Planning District No. 1.

SIZE It contains 191.0 acres (including 47.2 acres of streets).

DIMENSIONS

It is rectangular in shape, approximately 6,000 ft in length and 1,400 ft in depth, containing 34 city blocks.

CHARACTER OF THE AREA

It is a distinct entity, differing from other parts of Greater Sault Ste. Marie. Colourful, inviting windows of some fine stores alternate with obsolescence and lack of maintenance of others. Some contemporary business and institutional buildings are placed within an environment of blight ringed with deteriorating residences. Some hours of the day it is highly congested with pedestrians and vehicle traffic, in others it is practically abandoned. The older parts are too deteriorated and unattractive to encourage the expansion of existing businesses or to invite new ones.

AREA "H" — WATERFRONT BULK STORAGE INDUSTRIAL AREA

LOCATION

It is bounded by Bay Street, Government Docks (extension of Pim Street), St. Mary River and Algoma Central and Hudson Bay Railway right-of-way to Gore Street.

SIZE It contains 120.4 acres (including 2.5 acres of streets).

DIMENSIONS

It is irregular with a maximum length of approximately 6,000 feet and an average depth of 700 feet.

STUDY AREAS "G AND H"

CHARACTER OF THE AREA

In Part 1 of this report, it has been described and illustrated in detail. However, it could be summarized as a dismal-looking waterfront used for oil, coal, sand and gravel storage. Unfortunately this impression dominates whether arriving by boat or by car via the Ste. Mary River or the new International Bridge.

LAND USES "G & H"

Of the total of 261.9 acres, the prevailing use is residential (30.66%) followed by various commercial uses (24.16%), all within the Central Business District (Table 114).

TABLE 114 EXISTING LAND USES

	Net Area (acres)	Percent
Residential	80.3	30.7
Commercial	63.3	24.2
Institutional	28.3	10.9
Industrial	39.7	15.1
Railway	41.0	15.6
Open Space	8.6	3.3
Vacant	0.7	0.2
Total	261.9	100.0

The very early commercial facilities were located on the riverfront when shipping and passenger steamer service were major parts of commercial life. Much of the business of Sault Ste. Marie was closely tied to the river.

ZONING

The Zoning Bylaw of the City establishes the following zones:

C3	Location:	lands fronting on the north side of Bay Street, extending generally from Gore Street to March Street.
	Permitted uses:	service commercial.
C2	Location:	the balance of the lands in Area "G".
	Permitted uses:	general retail commercial.
M1	Location:	all of the lands of Area "H".
	Permitted uses:	limited industrial, salvage yards, oil storage yards, as well as the conversion to multiple occupancy of older residential buildings.

TABLE 115 CONDITION OF ALL STRUCTURES
(Assessed Structures only)

	Number	Percent
Good	190	20.5
Average (fair)	665	71.7
Poor	72	7.8
Total	927	100.0

FLOOR SPACE

The Central Business District contains an estimated 3.2 million sq. ft of floor space. Of this, 2,700,000 sq. ft (85%) is retail commercial and 500,000 sq. ft (15%), office space.

TABLE 116 AGE OF ALL STRUCTURES
(Assessed Structures only)

	Number	Percent
After 1940	44	4.7
1920–1940	83	9.1
Before 1920	800	86.2
Total	927	100.0

FLOOR AREA RATIO

It is estimated that the ratio of commercial floor area to land area is approximately 1:2

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

It is quite flat, a few feet above the level of the St. Mary River.

PLATE 113 EXISTING LAND USE

UTILITIES

Water and sewer services are available on all streets.

CONDITION OF ALL STRUCTURES

Of the total 927 structures, 72 (7.76%) are poor and 71.75% are in average (fair) condition. These figures do not reflect the real conditions of residential properties because they include buildings in all uses.

CONDITION OF ALL STRUCTURES BY CITY BLOCKS (Table 115)

In two blocks bounded by Queen, March, Bay, and Elgin Streets, and by Queen, Pim, St. Thomas, Bay and Gouin Streets, poor structures predominate.

AGE OF ALL STRUCTURES (Table 116)

86.20% of all structures are over 40 years old. It is significant to mention that since 1920 there was no incentive to erect new buildings in the area. Between the period of two world wars only 83 new buildings were erected. Since the second world war, for the same number of years, 50% less were built.

TYPES OF RESIDENTIAL STRUCTURES

The residential structures include 724 single family units. The balance are in multiple structures.

FIRE PROTECTION

In 1959 there were 10 fires in the area, 8 of which were minor. Of the 10 fires, 6 were in dwellings.

TABLE 115 CONDITION OF ALL STRUCTURES
(Assessed Structures only)

	Number	Percent
Good	190	20.5
Average (fair)	665	71.7
Poor	72	7.8
Total	927	100.0

TABLE 116 AGE OF ALL STRUCTURES
(Assessed Structures only)

	Number	Percent
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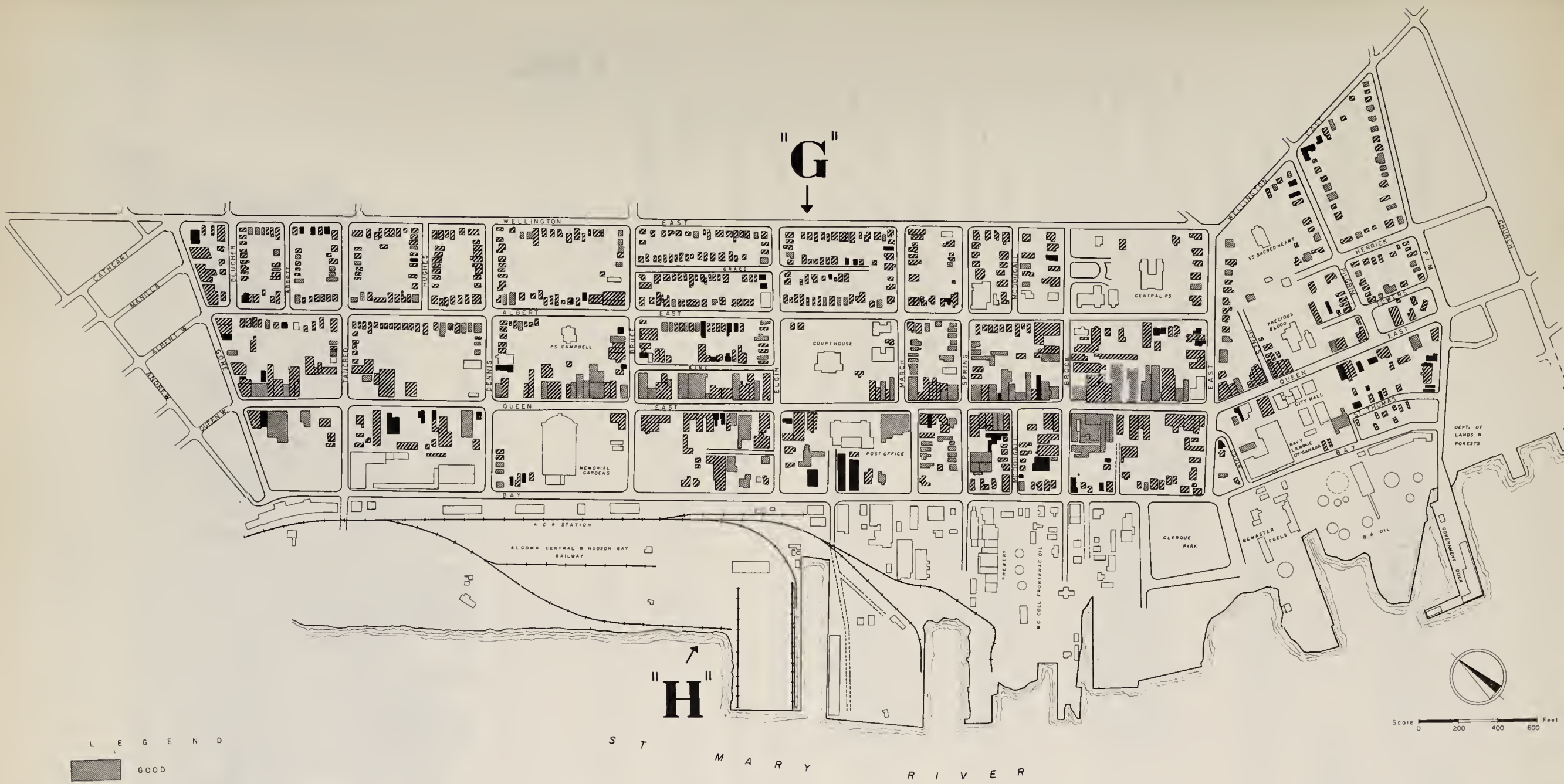
STUDY AREAS "G AND H"



L E G E N D

GOOD

AVERAGE

POOR

NON ASSESSED PROPERTIES

SOURCE CITY OF SAULT STE MARIE ASSESSMENT RECORDS

PLATE 114 CONDITION OF INDIVIDUAL STRUCTURES

STUDY AREAS "G" & "H"

L E G E N D

- AFTER 1940
- 1920 - 1940
- BEFORE 1920
- NON ASSESSED PROPERTIES

SOURCE CITY OF SAULT STE MARIE ASSESSMENT RECORDS

STUDY AREAS "G AND H"

PLATE 115 AGE OF INDIVIDUAL STRUCTURES

STUDY AREAS "G AND H"

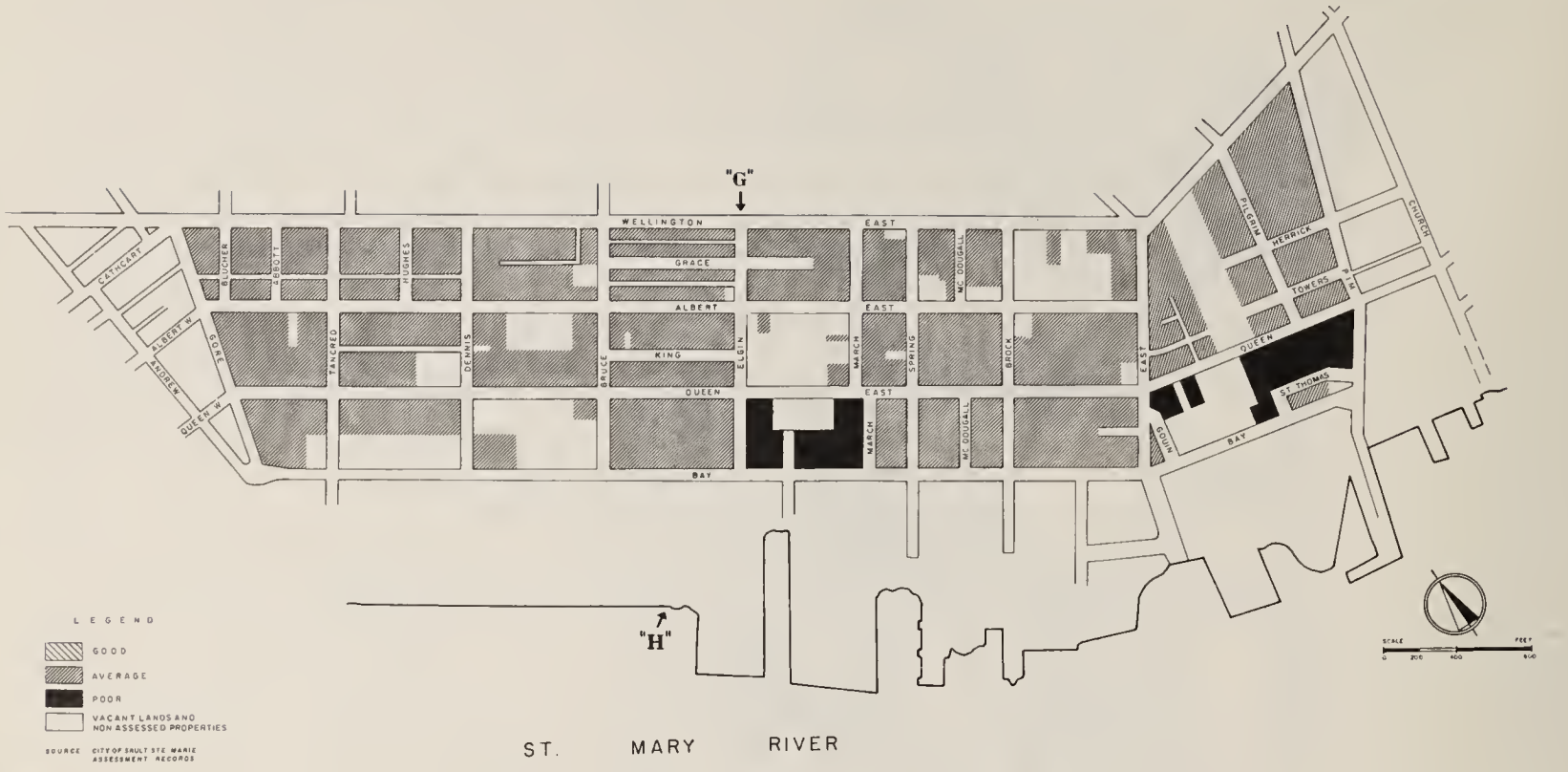


PLATE 116 CONDITION OF STRUCTURES BY BLOCK

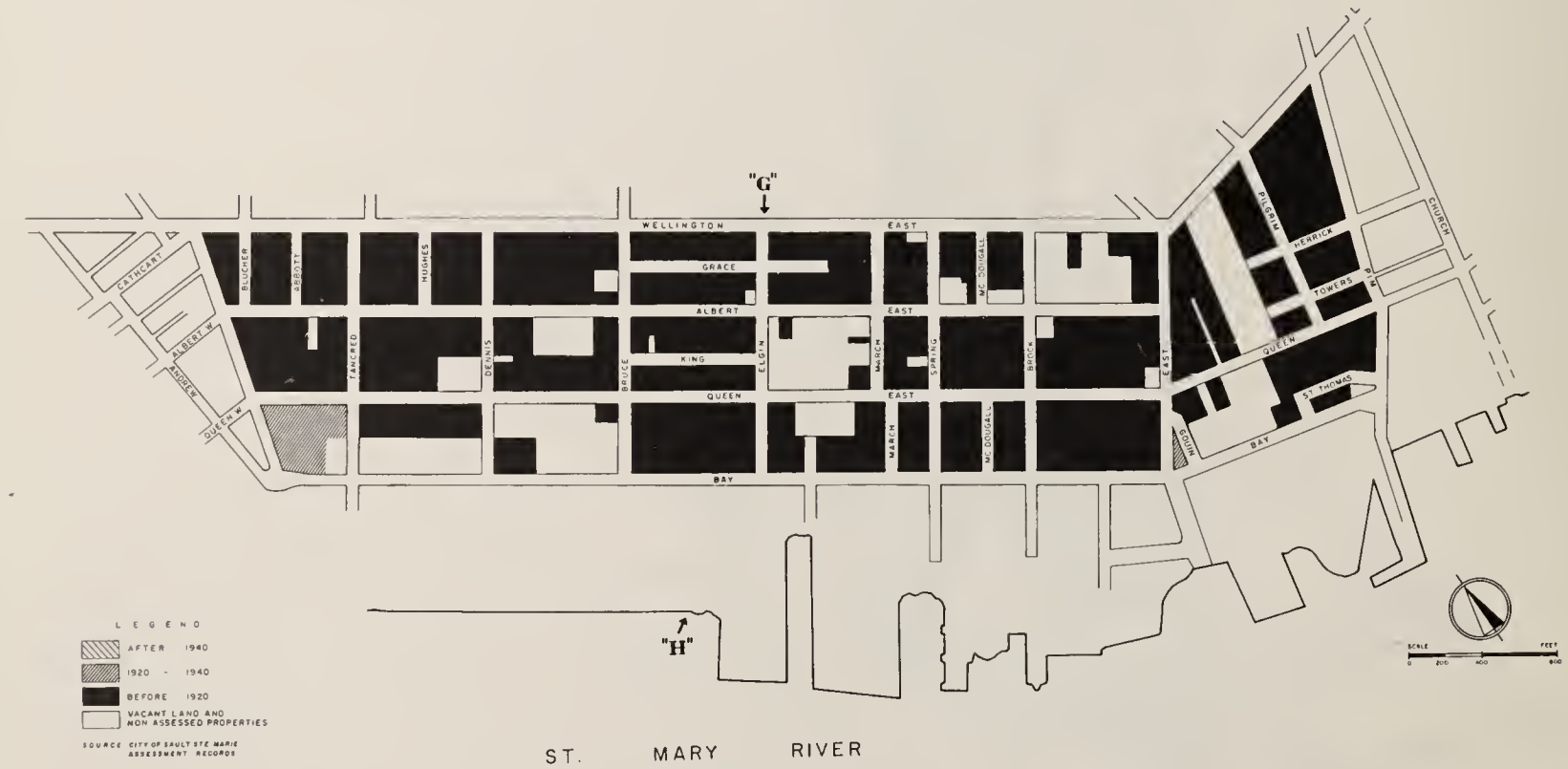


PLATE 117 AGE OF STRUCTURES BY BLOCK

STUDY AREAS "G AND H"

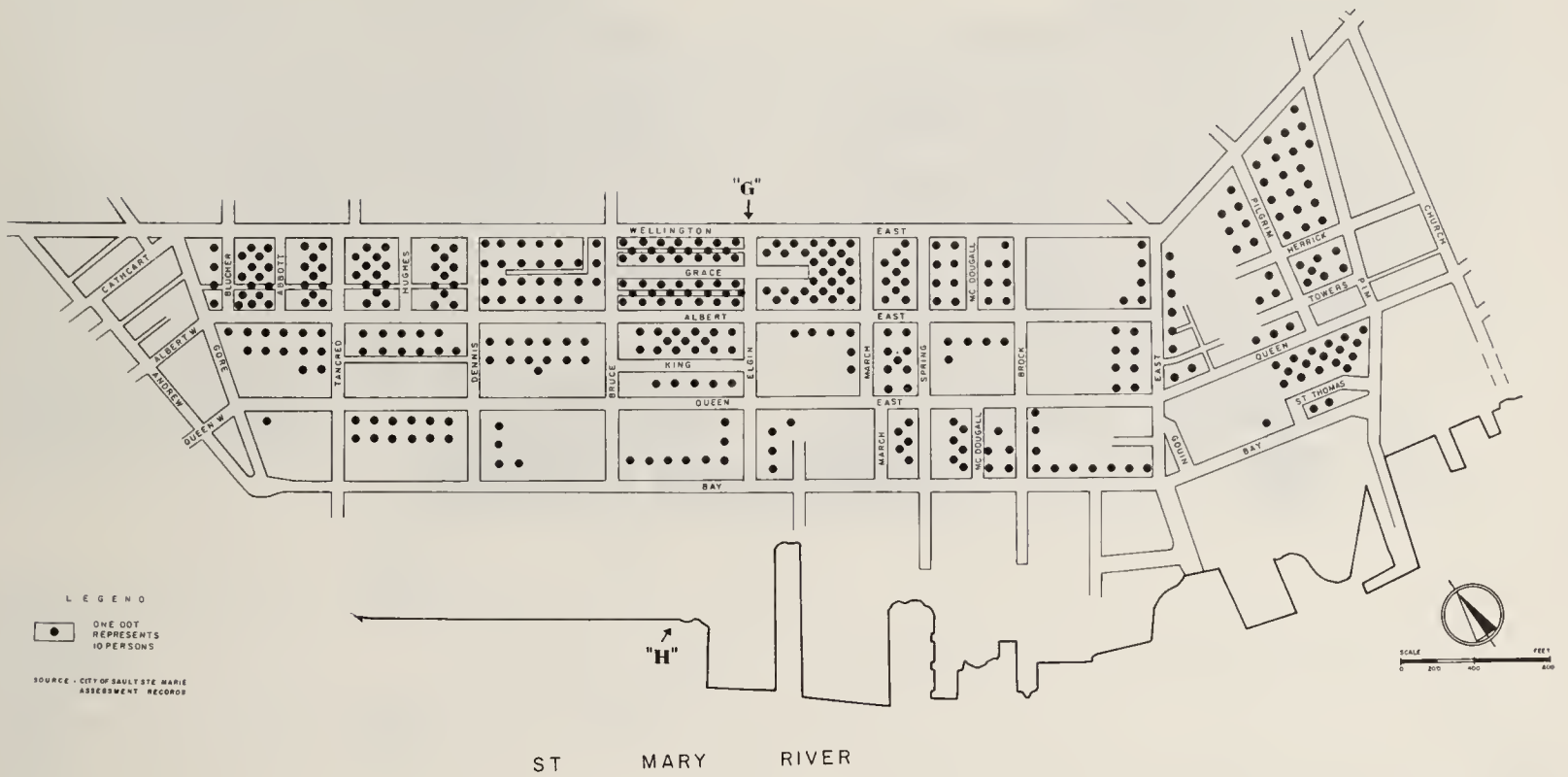


PLATE 118 POPULATION DISTRIBUTION

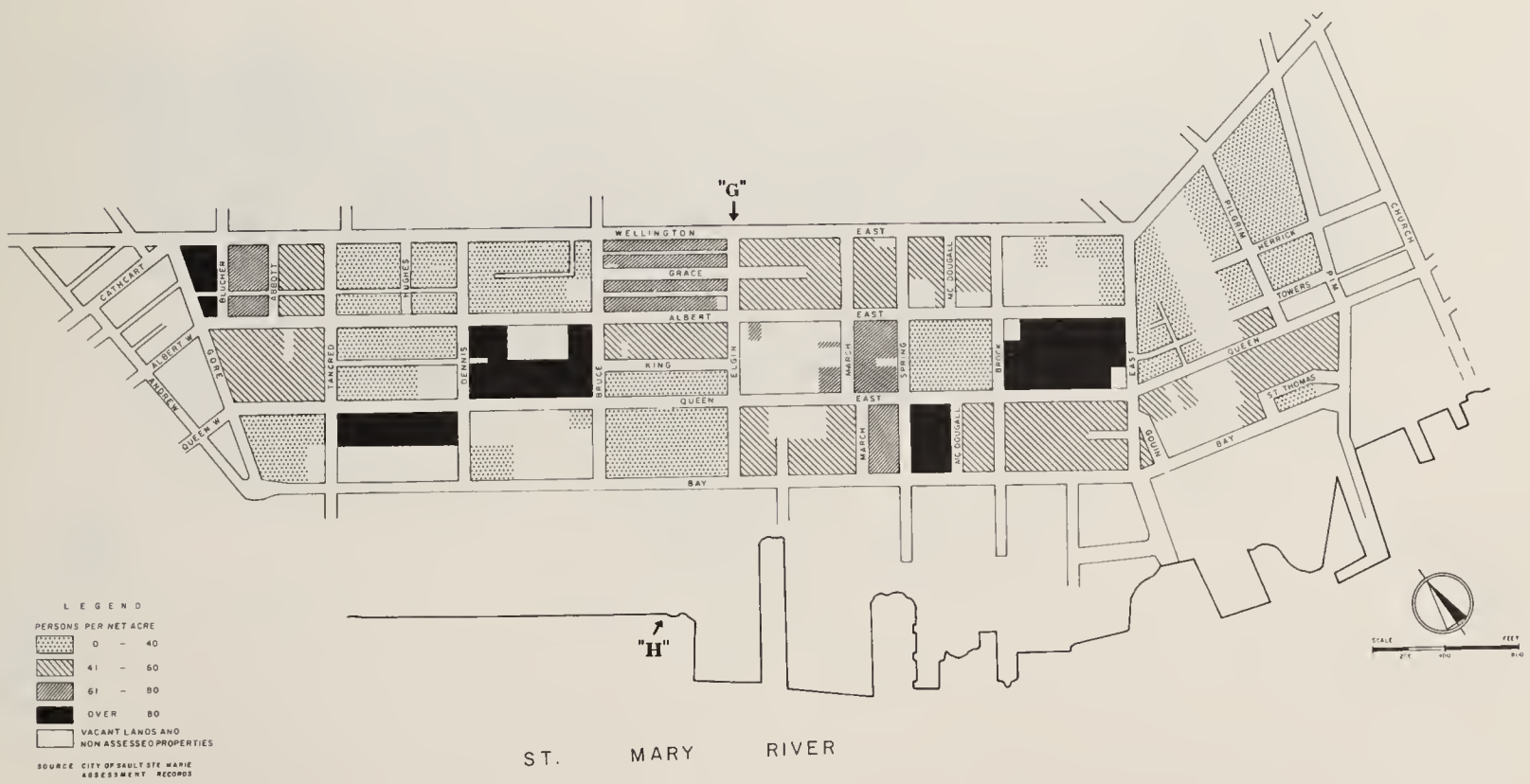


PLATE 119 POPULATION DENSITY

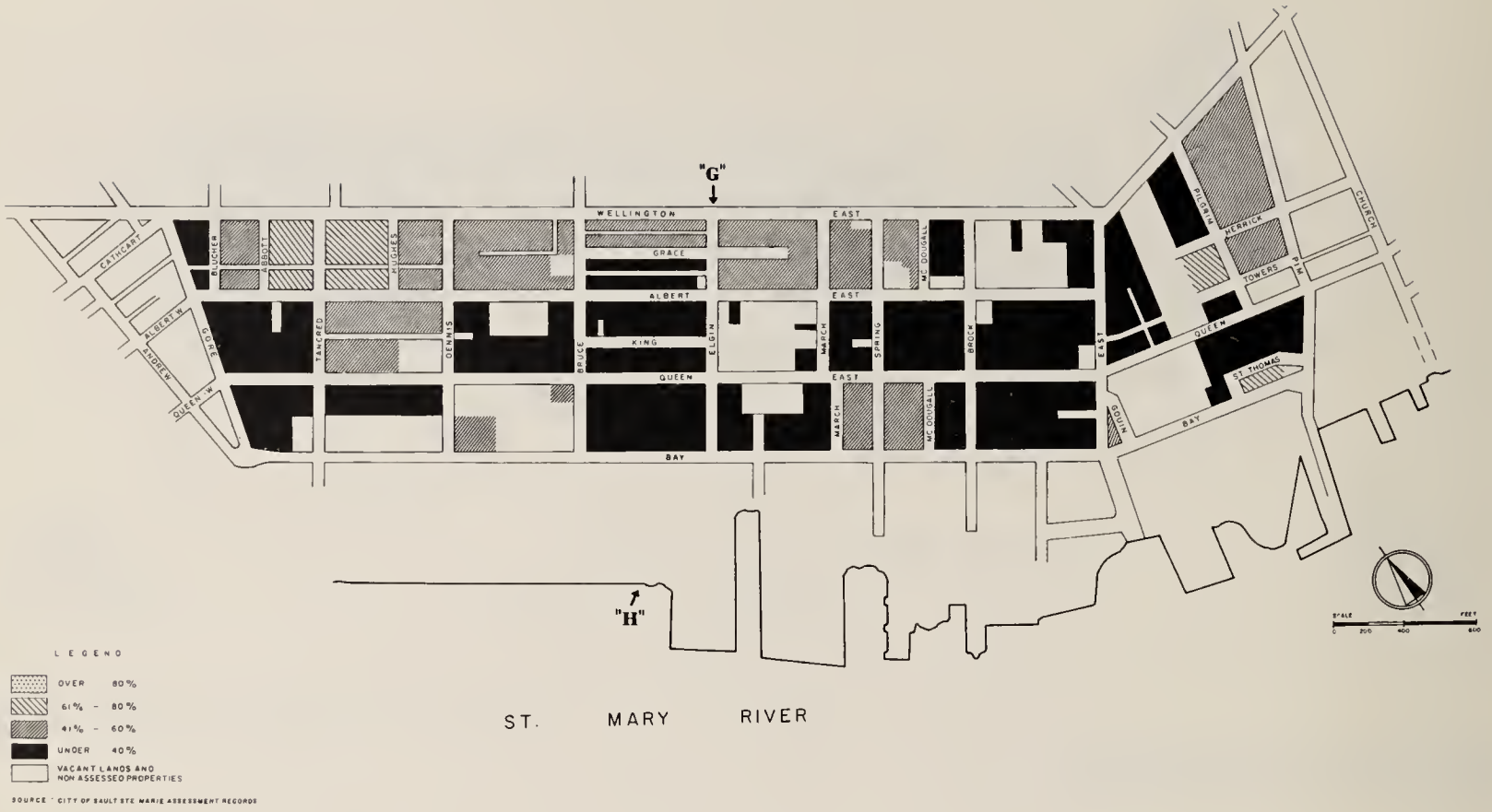


PLATE 120 OWNER OCCUPANCY

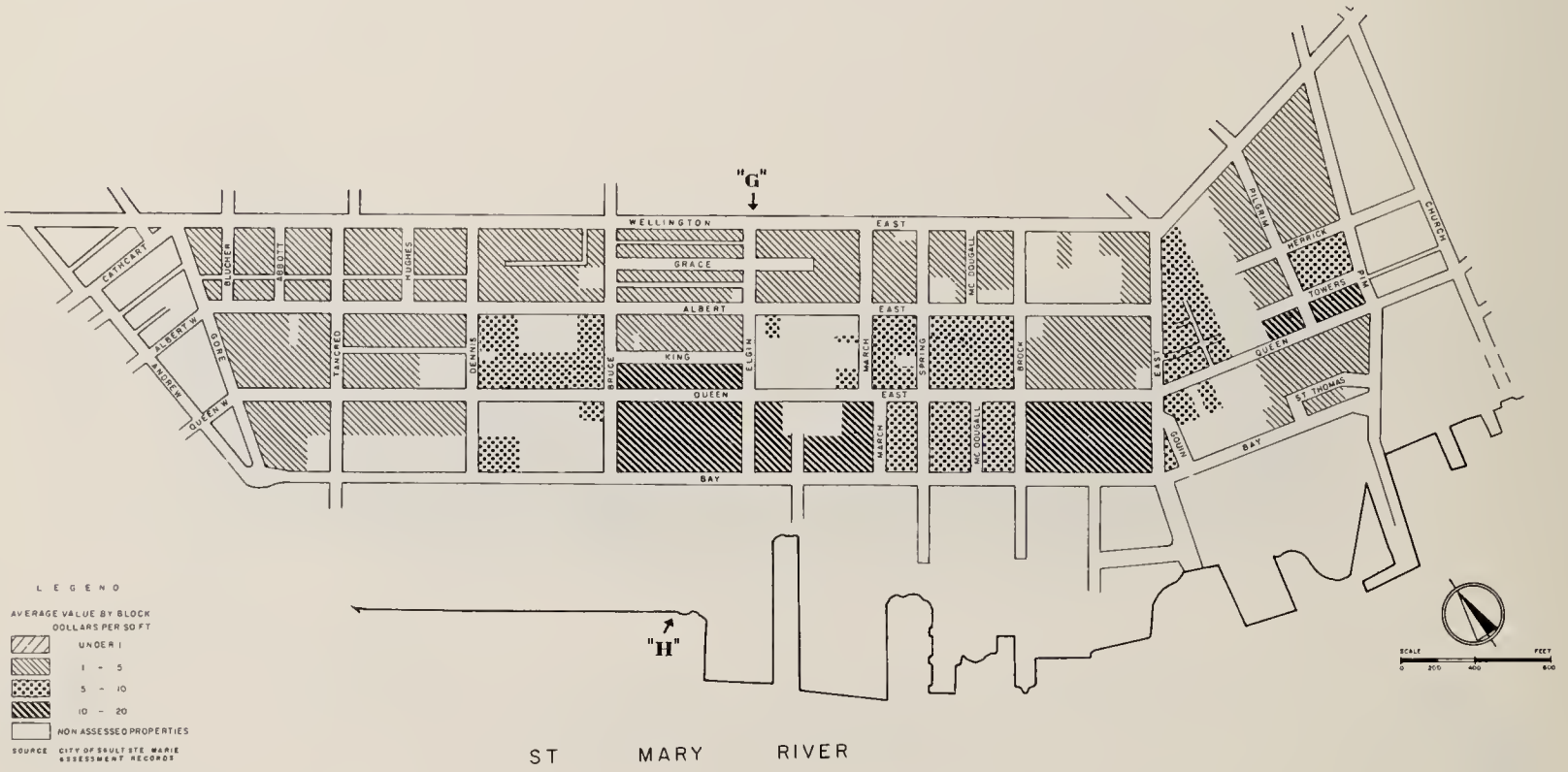
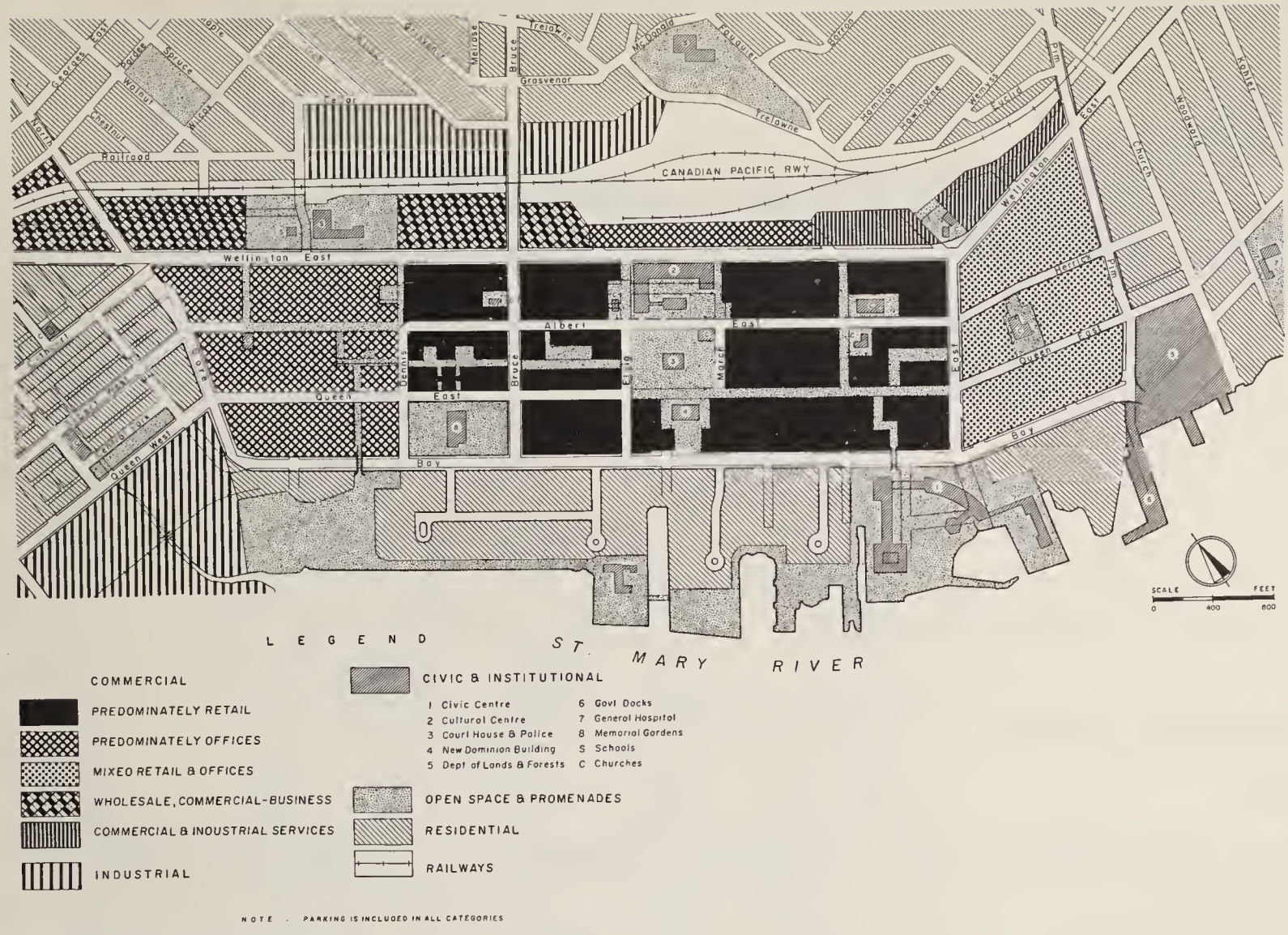


PLATE 121 PROPERTY VALUES

STUDY AREAS "G AND H"



NOTE . PARKING IS INCLUDED IN ALL CATEGORIES

PLATE 122 PROPOSED LAND USE

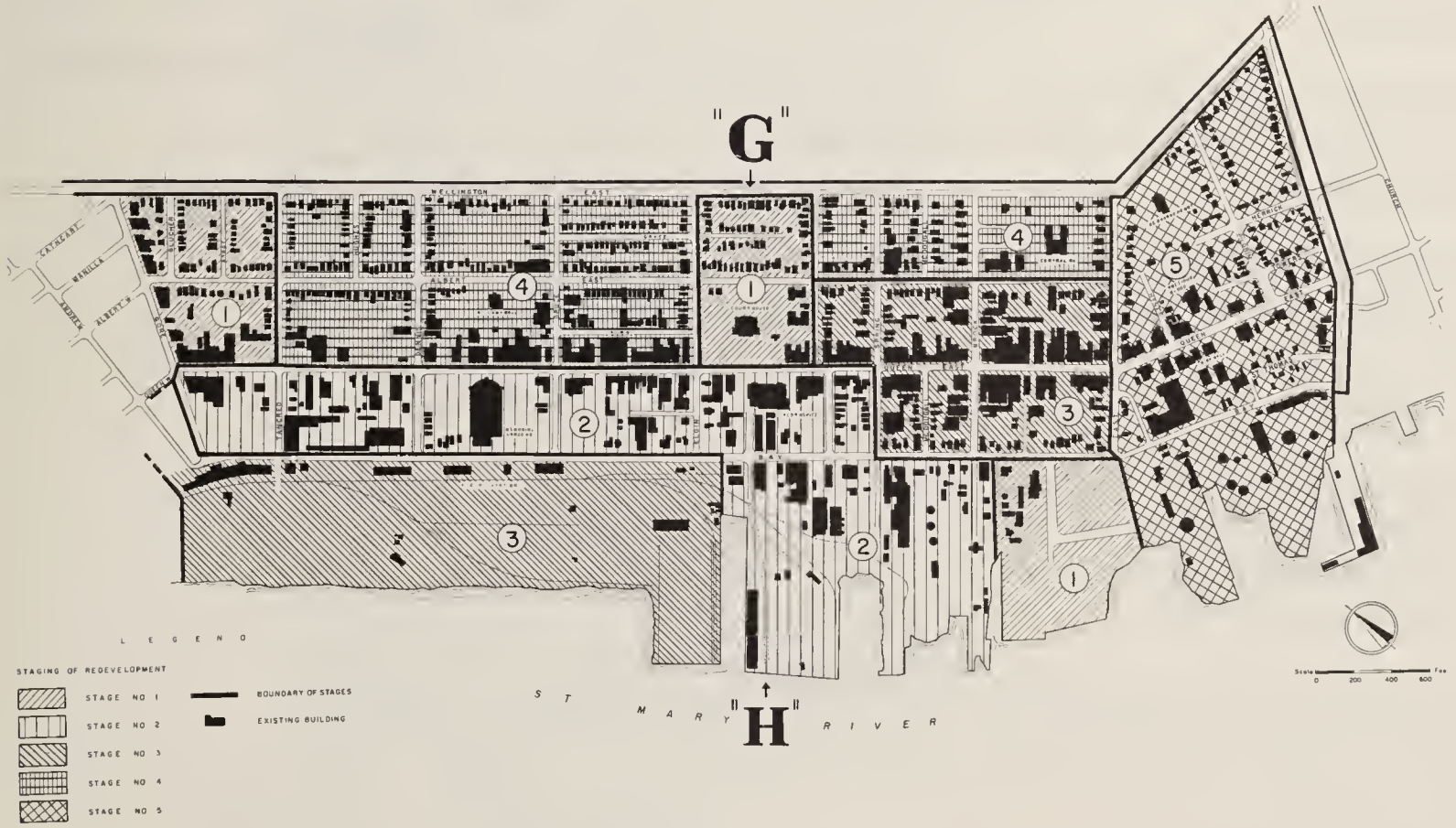


PLATE 123 STAGING OF DEVELOPMENT

STUDY AREAS "G AND H"

PLATE 124 VIEW OF CIVIC CENTRE FROM NORTH

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 3,641 residents 22.6% were in the 0–14 age group, 61.7% between 15 and 60,and 15.7% over 60.

DISTRIBUTION AND DENSITY

Net residential density in the area averaged 45.4 persons per acre and ranged from 12.9 to 154 persons per acre. The block of highest density is bounded by Wellington, Blucher, Albert,and Gore Streets.

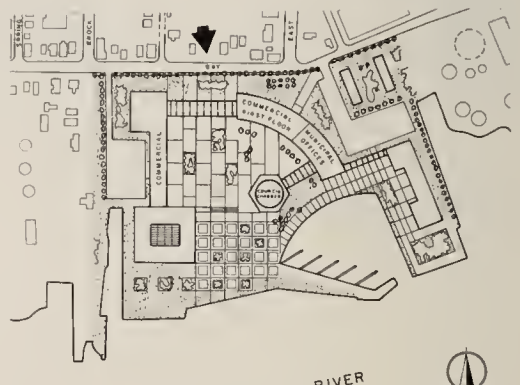


PLATE 125 SITE PLAN CIVIC CENTRE

OVERCROWDING

Overcrowding exists in only one block where 4 persons occupy three rooms. This is in the block bounded by Queen, Bay, Pim and Gouin Streets.

OWNER OCCUPANCY

Owner occupancy ranges generally from 10 to 60%, although the two blocks on the north side of Bay Street between Pim and East Streets are 100 and 80% owner-occupied respectively.

PROPERTY VALUES

Estimates prepared on the same basis as that of Area "A", indicate that property values range from between $1.21 and $22.35 per square foot, with the blocks of highest value abutting Queen Street.

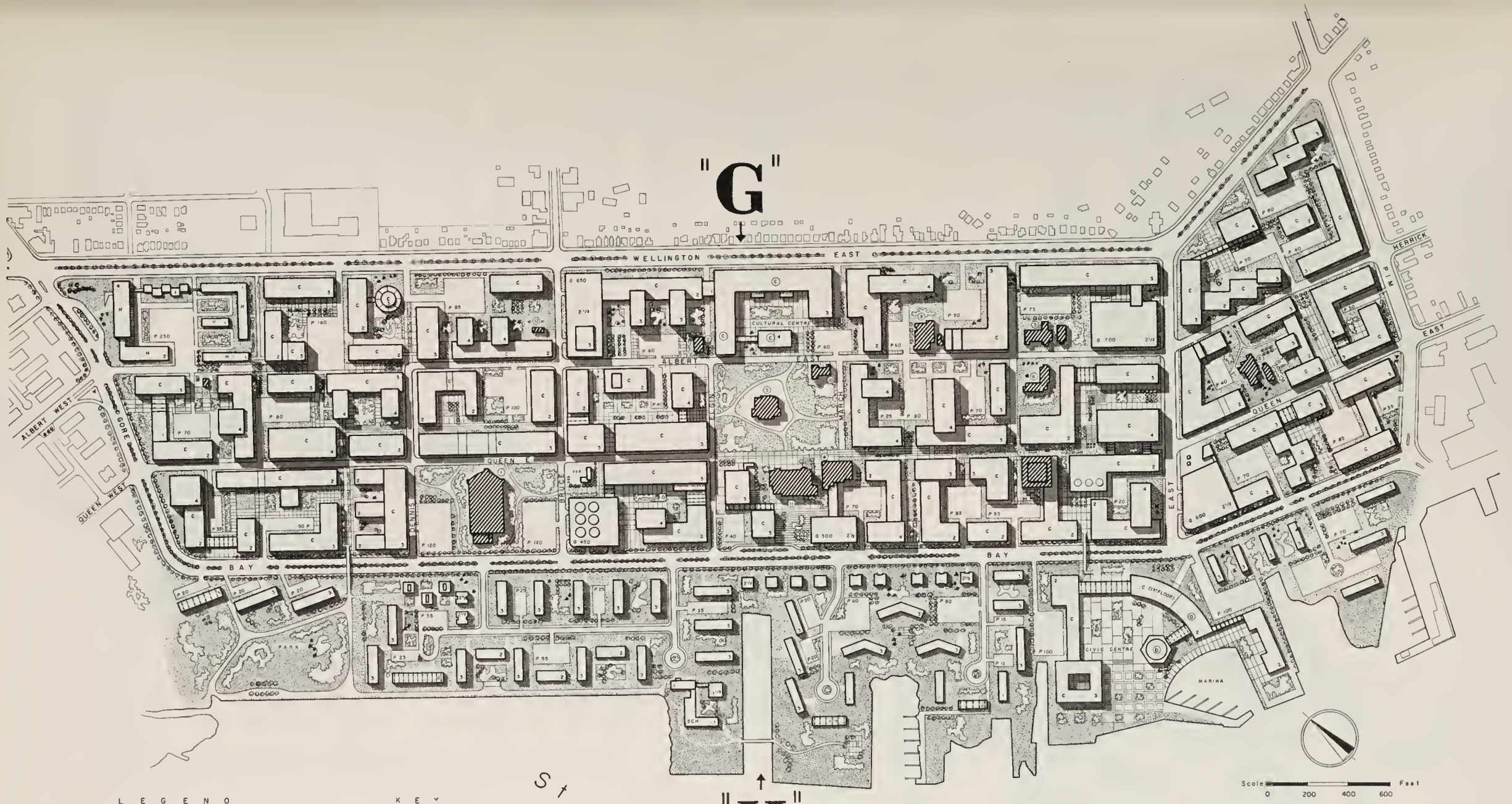
CIRCULATION SYSTEM

The one-way street system has been adopted for all the east-west streets. This has reduced, but not eliminated,the congestion.

PARKING FACILITIES

Curb-side parking provides the bulk of the parking facilities although off-street lots, including one operated by the city, have been in use for some years.

STUDY AREAS "G AND H"



LEGEND

- RESIDENTIAL
- C COMMERCIAL
- H HOTEL
- P PARKING
- G GARAGE
- OPEN SPACE
- SCH SCHOOL

CIVIC CENTRE

- ⓐ MUNICIPAL OFFICES
- ⓑ COUNCIL CHAMBER

CULTURAL CENTRE

- ⓒ MUSEUM, ART GALLERY EXHIBITION HALL, CENTRAL LIBRARY

KEY

TO EXISTING BUILDINGS TO REMAIN AFTER REDEVELOPMENT

EXISTING BUILDING & REFERENCE NUMBER

1. MEMORIAL GARDENS
2. MASONIC HALL
3. COURT HOUSE & POLICE
4. EATONS OF CANADA
5. ST. LUKE'S CATHEDRAL
6. WESTMINSTER CHURCH
7. WINDSOR HOTEL
8. PRECIOUS BLOOD CHURCH
9. CENTRAL UNITED CHURCH
10. FIRST BAPTIST CHURCH
11. NEW DOMINION BUILDING
12. BETH JACOB SYNAGOGUE
13. FINNISH PENTECOSTAL ASSEMBLY

CENTRAL BUSINESS DISTRICT

PARKING LOTS	2 150 CARS
GARAGES	2 850 CARS
TOTAL	5 000 CARS

RESIDENTIAL DWELLINGS APPROX 1 100 UNITS

PARKING 100%

PLATE 126 PROPOSALS

STUDY AREAS "G AND H"

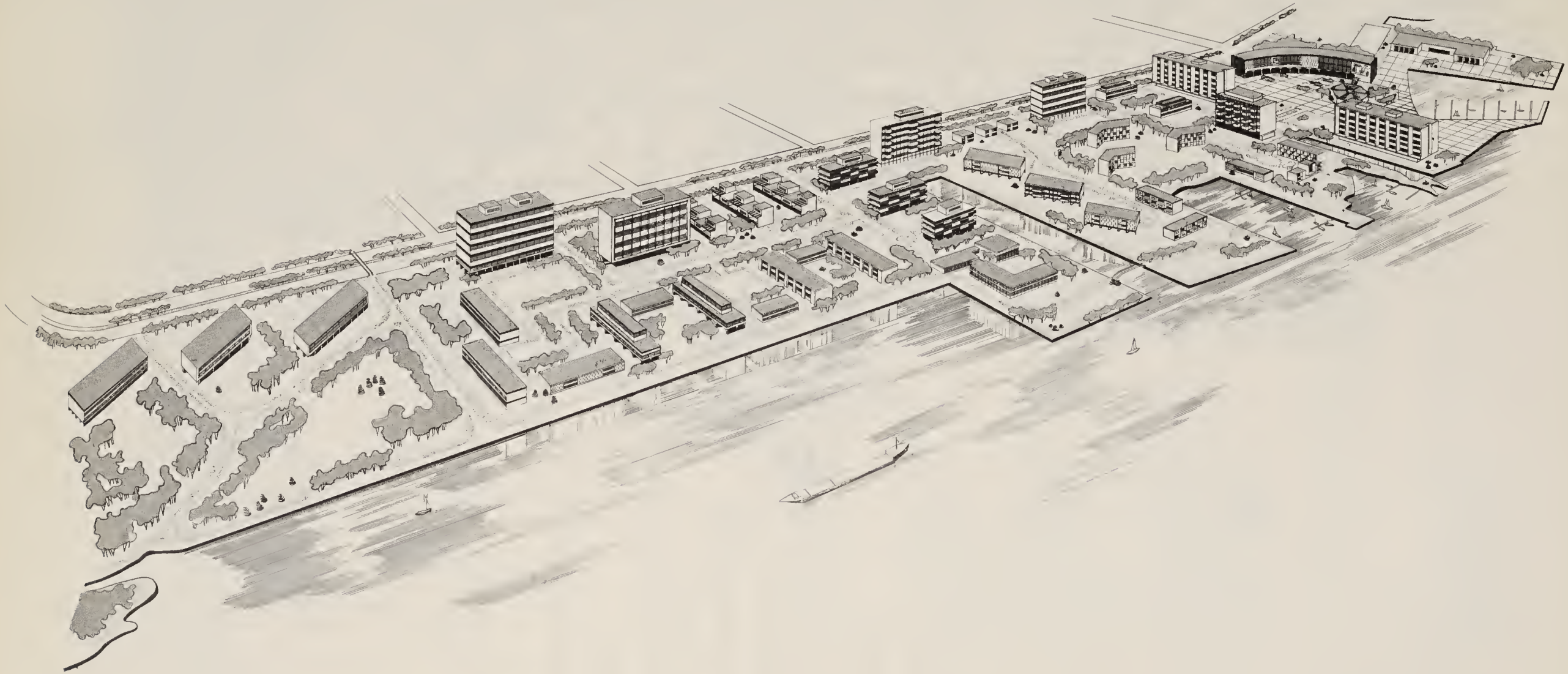


PLATE 127 RIVERFRONT APARTMENTS AND CIVIC CENTRE

STUDY AREA "H"

PLATE 128 THE CULTURAL CENTRE FROM SOUTHEAST – NORTH OF COURT HOUSE

DISTRIBUTION OF PARKING FACILITIES

The public lot is located between Pim and East Streets. The middle of the business district, near Elgin and Bruce Streets, is very deficient in off-street parking facilities.

CENTRAL BUSINESS DISTRICT CONCLUSIONS

The proposals submitted herewith are based on the following principles:

ACCESSIBILITY

The outstanding advantage of the Central Business District is its availability to a multiplicity of activities and to the population which these functions were developed to serve. One of the important goals, therefore, will be to retain and enhance this. At the same time, it must be protected from unrelated through traffic by means of bypass routes.

SEPARATION OF TYPES OF TRAFFIC

Since pedestrians, private automobiles, mass transit and service vehicles are in mutual conflict for traffic space, these varying types of traffic should be rerouted along non-conflicting routes.

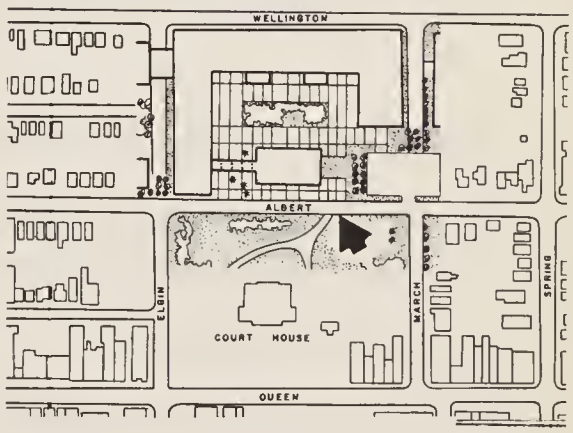


PLATE 129 SITE PLAN

STUDY AREAS "G AND H"

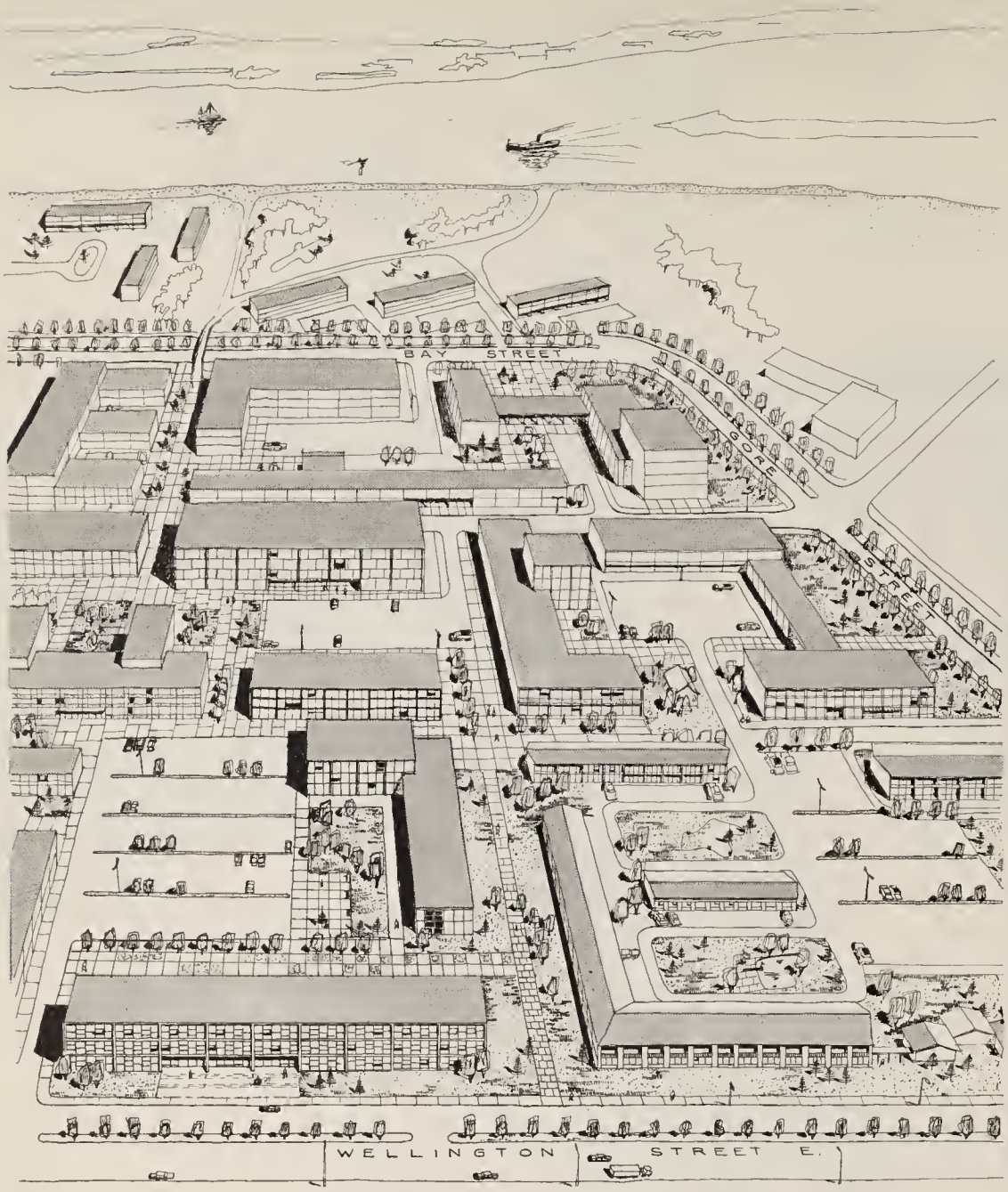


PLATE 130 OFFICE AND TOURIST COMMERCIAL AREAS BOUNDED BY WELLINGTON, GORE, BAY AND DENNIS STREETS

FREEDOM OF MOVEMENT FOR PEDESTRIANS

They require less space for movement than vehicles, and are vulnerable in conflict. Pedestrian freedom of movement should have priority downtown.

OFF-STREET PARKING

All vehicles travelling to the Central Business District require parking near their destination. Off-street parking, whether in garages or lots, should be within easy walking distance of specific destinations.

FUNCTIONAL AREAS

The concentration of similar or complementary uses can benefit from cumulative attraction, and minimize travel time and walking distance.

ATTRACTIVENESS – OPEN SPACE

The Central Business District must be attractive and harmonious as a whole and yet allow for distinctive individuality. Landscaped open space will enhance its appearance.

PLATE 131 QUEEN STREET – MALL, WEST OF WINDSOR HOTEL

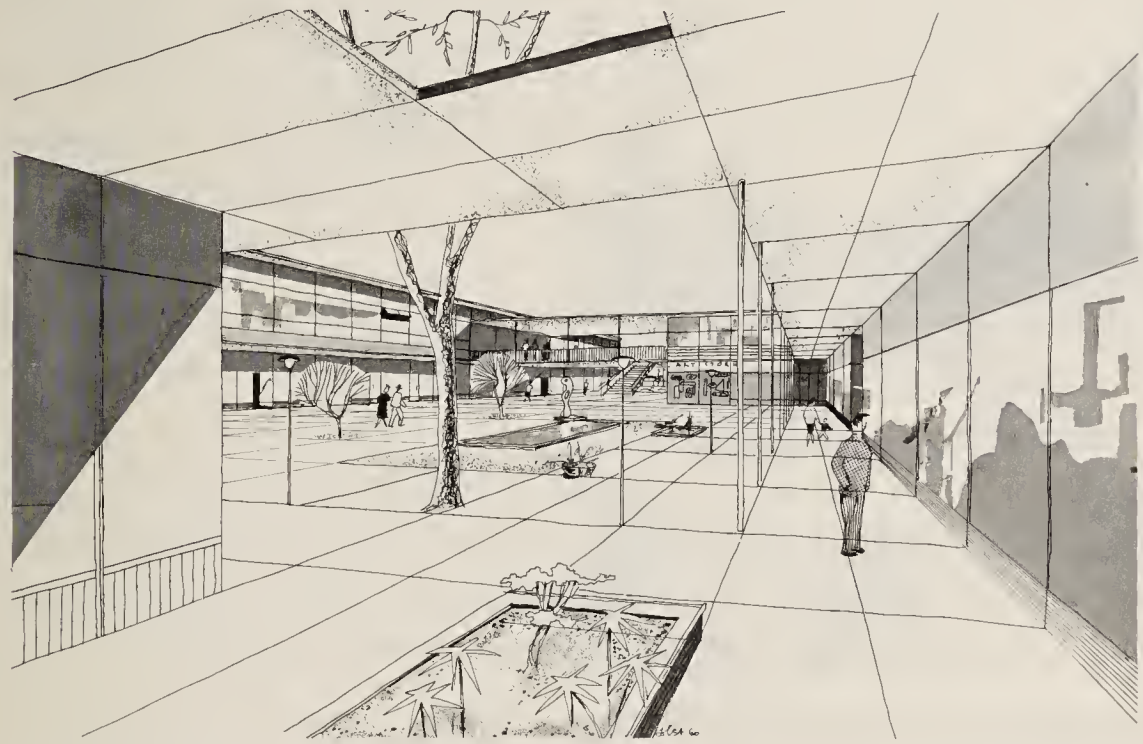


PLATE 132 WINDSOR HOTEL PLAZA (BOUNDED BY BROCK, QUEEN, EAST AND BAY STREETS)

THE CENTRAL BUSINESS DISTRICT OF THE FUTURE

In Section 14 of the quantitative aspects of land requirements, the future Central Business District has been already dealt with.

RECOMMENDATIONS

The following are the specific proposals dealing with land use groupings and and accessibility (Plate 122):

THE PASSING OF BYLAWS:

LAND USES: restricting the area bounded by Wellington Street East, East, Bay and Dennis Streets, primarily for retail stores, permitting personal service facilities and theatres:

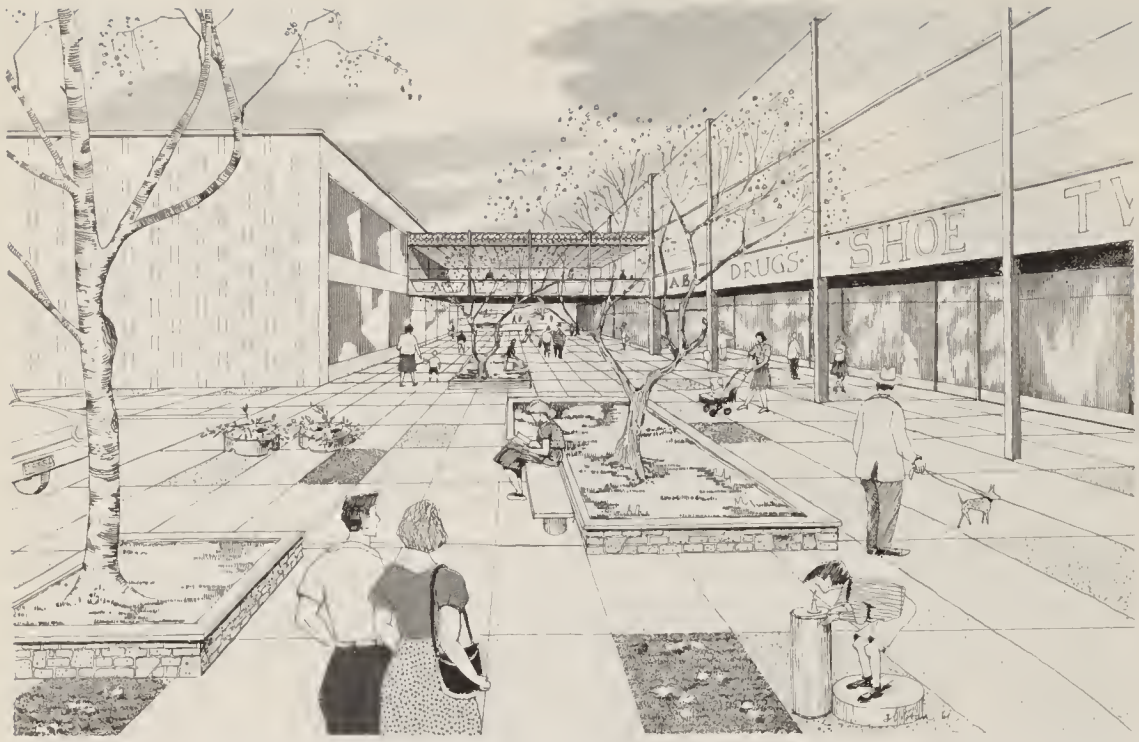


PLATE 133 ALBERT SQUARE FROM WEST (BOUNDED BY ALBERT, ELGIN, BRUCE AND QUEEN STREETS)

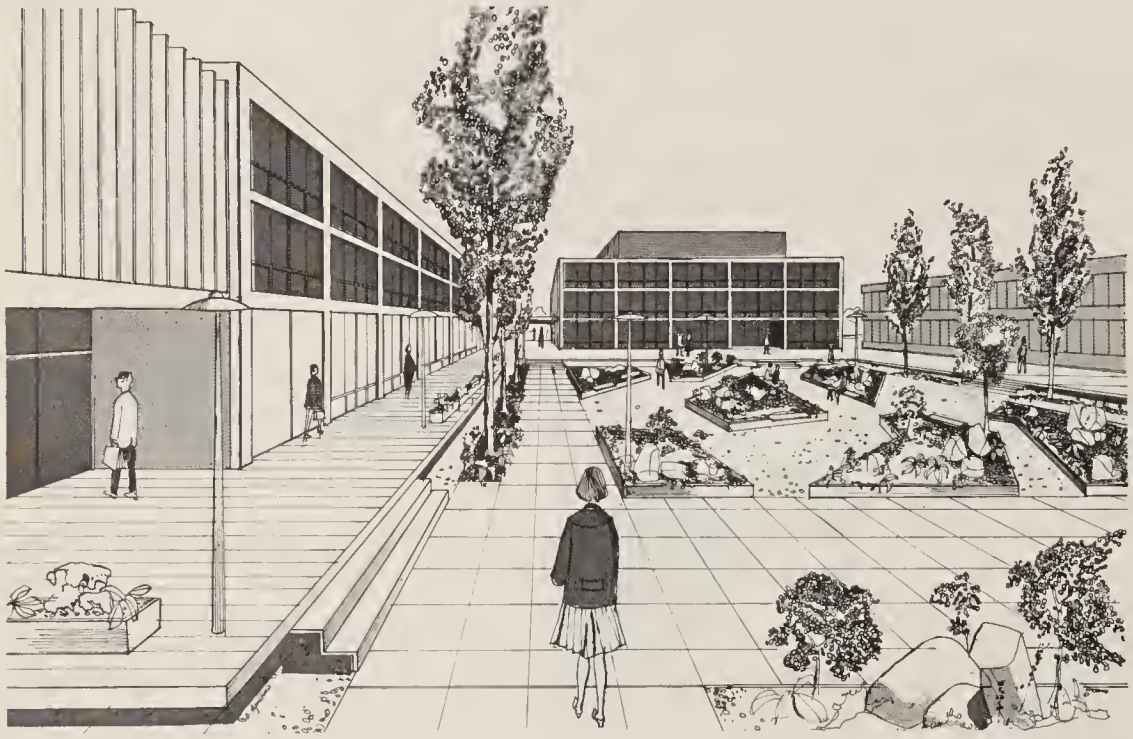


PLATE 134 ALBERT SQUARE FROM EAST (BOUNDED ELGIN, BRUCE AND QUEEN STREETS)

restricting the area bounded by Wellington Street East, Dennis, Bay, and Gore Streets, predominantly for institutional, business, professional, financial and other office type uses:

restricting the area bounded by Wellington Street East, Pim, Bay, and East Streets to retail commercial and office uses:

restricting the area bounded by the Canadian Pacific Railway, Pim Street, Wellington Street East, and North Street to wholesale, commercial business, office, commercial and industrial services, in locations as indicated on Plate 122;

to enable the municipality to purchase, landscape and maintain areas marked "open space and promenades" on Plates 122 and 125;

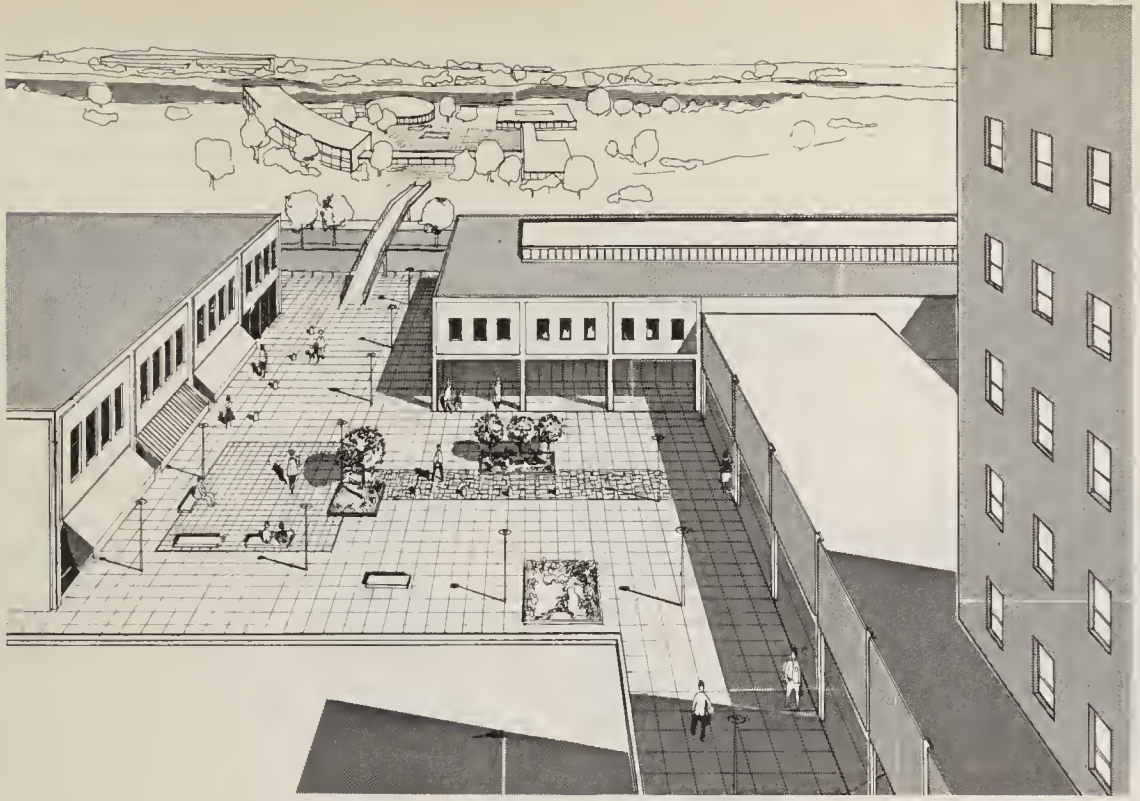


PLATE 135 THE WINDSOR SHOPPING MALL (BOUNDED BY BROCK, QUEEN, ELGIN, AND BAY STREETS) AND VIEW TOWARDS THE CIVIC CENTRE AND THE RIVER

designating the above under paragraphs 1, 2, 3 and 4 as redevelopment areas, in order to encourage development by private enterprise, replacing non-conforming residential and other uses.

CULTURAL CENTRE (Plates 125, 128 & 129): designating the block bounded by Wellington Street East, March Street, Albert Street East and Elgin Street, as a redevelopment area, and restricting its use for institutional purposes, in order to erect a Cultural Centre consisting of an Exhibition and Convention Hall, Museum, Art Gallery and Central Library.

The passing of bylaws:

CIRCULATION: to develop a ring road system around the Central Business District as described in Section 19 "Circulation" (Plates 49, 51 and 125);

to connect the ring road system via Albert Street West with the Bridge Plaza (Plate 100), enabling the municipality to close to vehicular traffic Queen Street East between East and Elgin Streets; Brock Street between Queen Street East and Elgin between Albert and Wellington; Wellington Street; Albert between Dennis and Tancred Streets; and incorporate them as part of pedestrian malls.

PARKING: enabling the municipality to purchase land, build and operate five parking garages for a total of 2,700 parking spaces in locations along the ring road as shown on Plate 125, and enabling private land owners to maintain and operate 28 parking lots for rental purposes in locations as shown on Plate 125.

AREA "H": designating Area "H" bounded by Bay Street, the Government Docks, the St. Mary River shoreline and the eastern boundary of the Abitibi Paper Company property as a redevelopment area and restricting it to multiple family residential dwellings, institutional, Civic Centre and open space uses as shown on Plates 122 and 125.

PURCHASE OF LANDS: to enable the municipality to enter into an agreement with the Provincial and Federal Governments, under Section 23, Part III, of the National Housing Act, to acquire all the lands of Area "H".

STUDY AREAS "G AND H"

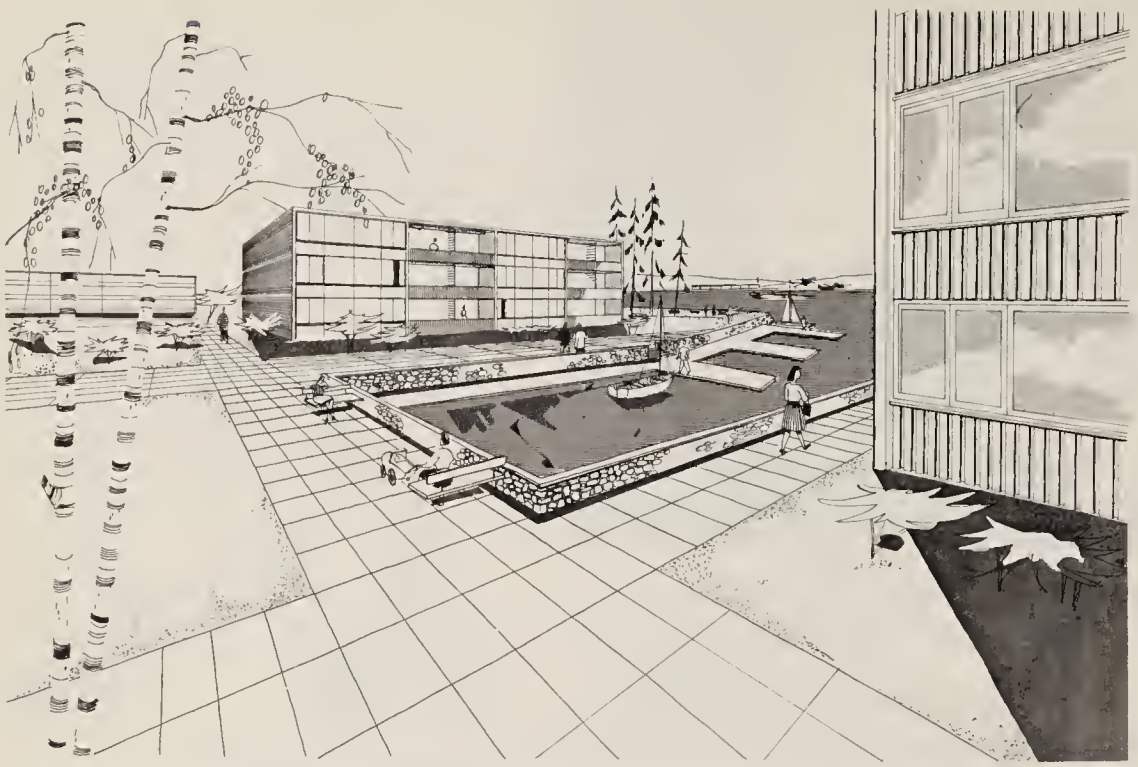


PLATE 136 RIVERFRONT HOUSING PROJECT FROM THE NORTHEAST

DEVELOPMENT OF HOUSING PROJECTS: to enable the municipality to enter into agreement with private developers to clear the lands and erect limited dividend housing projects in accordance with Sections 16, 19 or 36 of the National Housing Act, and Section 20 (8b) of the Planning Act, on the lands designated for multiple family housing as shown on Plate 125:

to acquire lands and erect a Civic Centre on lands adjoining Clergue Park to the west, as shown on Plate 8.

THE LOOK OF THE NEW CITY

The quality and appearance of the city by 1980 is illustrated by the proposed housing projects, the Civic Centre and the commercial core.

HOUSING PROJECTS (Plates 65, 77, 101, 127, 136, 147).

Although a group of multi-storey apartments is designed for the housing projects, they are widely spaced with lower buildings, treed areas and landscaped space in between, thus maintaining the human scale.

THE CIVIC CENTRE (Plates 124 & 135)

An integration is planned of the Civic Centre with the Central Business District. We witness the combination of the Civic Centre with its open plaza looking over the magnificent St. Mary River, for the staging of public ceremonies, linked with the Windsor shopping mall. No isolated suburban shopping centre can compare with the activities of this genuine Civic Centre.

THE CENTRE CORE (Plates 128, 130, 131, 132, 133, 134).

It contains modern market squares, providing a place for leisurely shopping and relaxation, a cultural centre where education and spiritual enjoyment are combined for adults and children.

STUDY AREA "I"

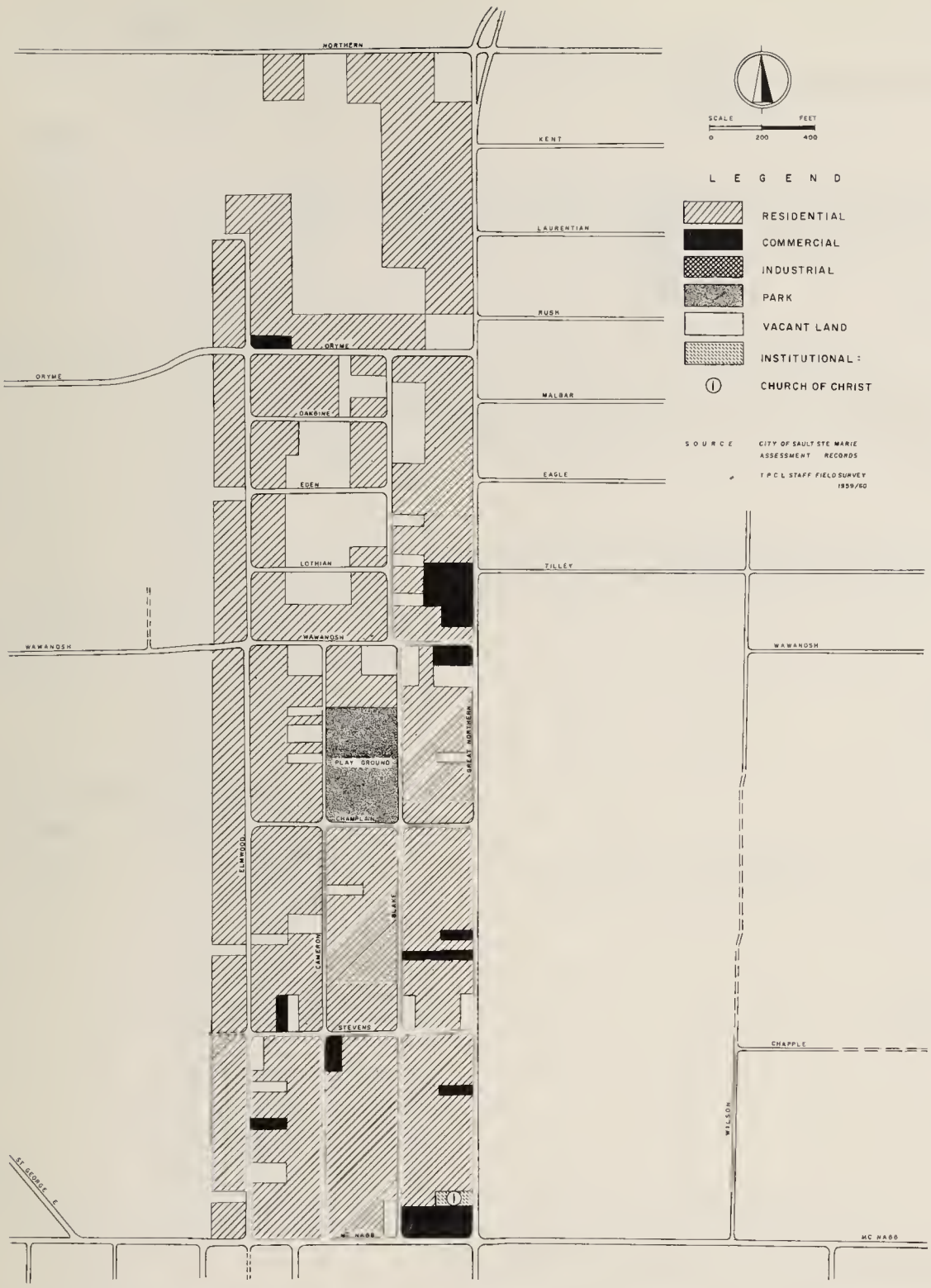


PLATE 137 EXISTING LAND USE

10. STUDY AREA "I" – REHABILITATION WITH PARTIAL REDEVELOPMENT

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded on the north by Northern Avenue, on the east by Great Northern Road (Highway 17 North), on the south by McNabb Street and on the west it includes the lots on both sides of Elmwood Street. It is part of the Northern Heights neighbourhood, within Planning District No. 8 in the Township of Tarentorus.

STUDY AREA "I"

SIZE

It comprises 120.8 acres, of which 21.5 acres are streets.

CHARACTER OF THE AREA

On the upper plateau, it is characterized by gravel roads, side ditches, a mediocre class of homes and scattered strip commercial development along Highway 17.

LAND USES (Plate 137, Table 117)

The major land use is residential, which constitutes 72% of the net land area. Commercial uses form 3.4%, with a small amount of open space and institutional use. 21.9% of the land is vacant.

TABLE 117 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	71.5	72.0
Commercial	3.4	3.4
Institutional	0.1	0.1
Open Space	2.6	2.6
Vacant	21.7	21.9
Total	99.3	100.0

ZONING

No Official Plan or Zoning By-law has been adopted by the municipality.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The land is very flat, resulting in drainage difficulties in the area.

UTILITIES

Water and sewer services are available.

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plate 138 & 139, Table 118)

49.2% of the structures are good, with 34.9% in fair condition, and 15.9% poor and substandard. Since almost every block contains fair and good buildings, the block averages indicate "fair" quality throughout, confirming that no potential blight exists throughout the area.

TABLE 118 CONDITION OF RESIDENTIAL STRUCTURES

	Number	Percent
Good	161	49.2
Average (fair)	114	34.9
Poor	52	15.9
Total	327	100.0

AGE OF RESIDENTIAL STRUCTURES (Plate 140 & 141, Table 119)

73.4% of the buildings were erected since 1940, with 21.7% between 1920 and 1940 and 4.9% built before 1920. On a block basis, the average for the block bounded by Eden, Blake, Lothian and Elmwood is "post 1940". The balance of the blocks shows an average of 30 years.

TABLE 119 AGE OF RESIDENTIAL STRUCTURES

	Number	Percent
After 1940	240	73.4
1920–1940	71	21.7
Before 1920	16	4.9
Total	327	100.0

TYPES OF DWELLING UNITS

All of the residential structures are single family buildings.

STUDY AREA "I"

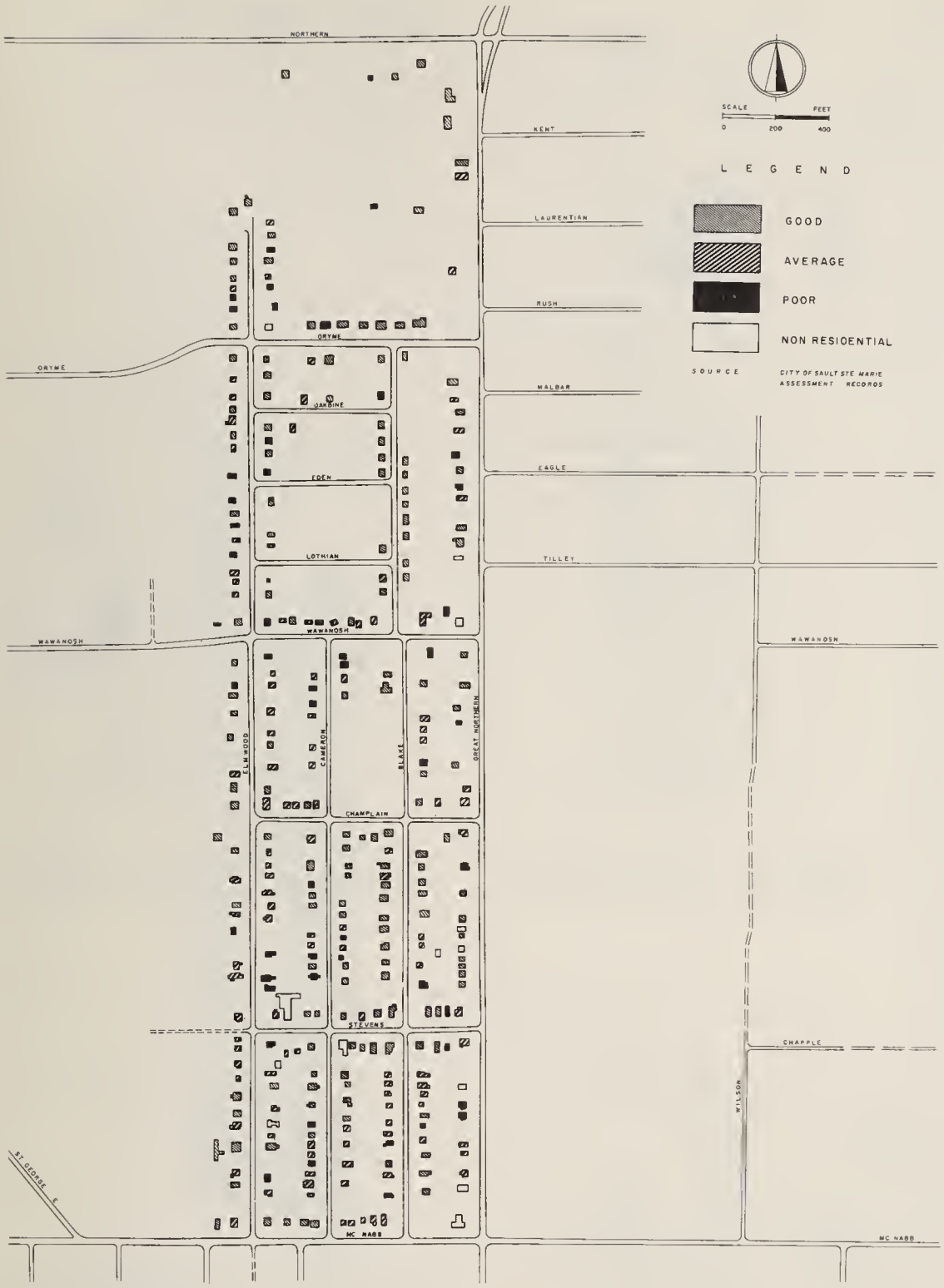


PLATE 138 CONDITION OF INDIVIDUAL STRUCTURES

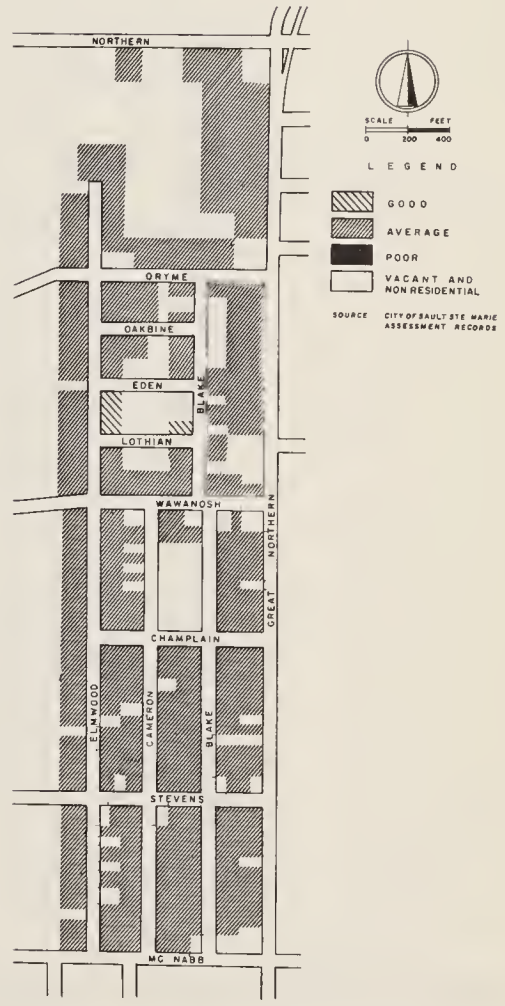


PLATE 139 CONDITION OF STRUCTURES BY BLOCK

FIRE PROTECTION

Five minor alarms were reported in 1959.

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 1,510 residents, 39.1% were between the ages of 0–14, 57.2%,15 to 60, and 3.7% over 60.

STUDY AREA "I"

PLATE 140 AGE OF INDIVIDUAL STRUCTURES

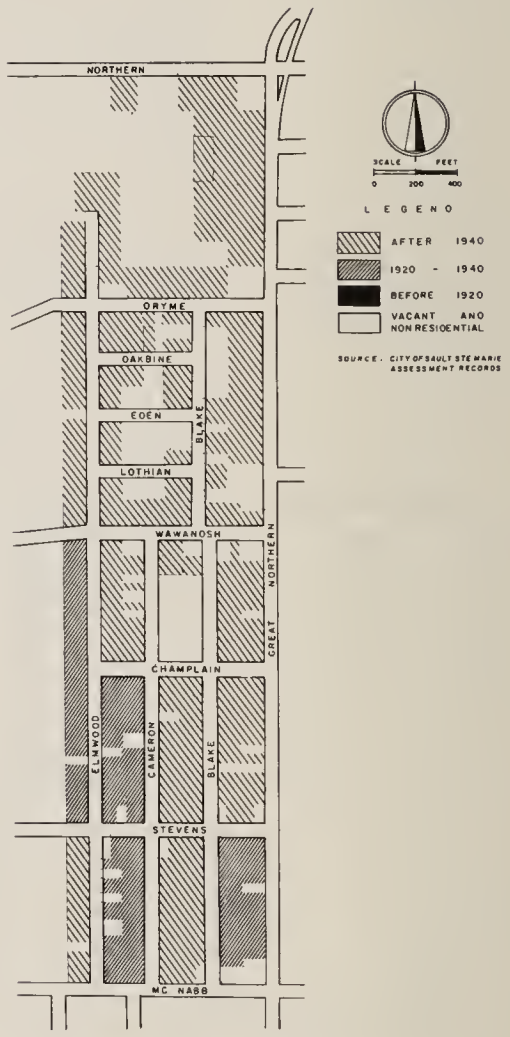


PLATE 141 AGE OF STRUCTURES BY BLOCK

DISTRIBUTION AND DENSITY (Plates 142 and 143)

Residential density averages 21.1 persons per net acre. However, in individual blocks it varies from 4.9 to 33 persons per acre. The blocks of higher and lower density are scattered without any definite pattern.

OVERCROWDING (Plate 144)

Overcrowding, ranging from about 2% to over 15% in extent, exists in five of the blocks. All of these blocks abut Elmwood Street.

OWNER OCCUPANCY (Plate 145)

Owner occupancy on a block basis varies from 75% to 100%, averaging 87%. In general, the blocks in which owner occupancy is lowest abut Highway 17 North (Great Northern Road).

STUDY AREA "I"

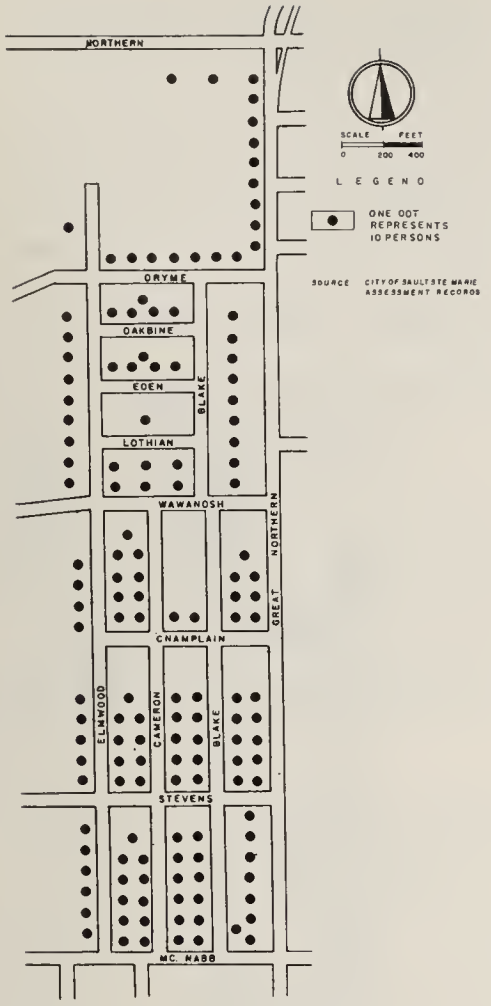


PLATE 142 POPULATION DISTRIBUTION

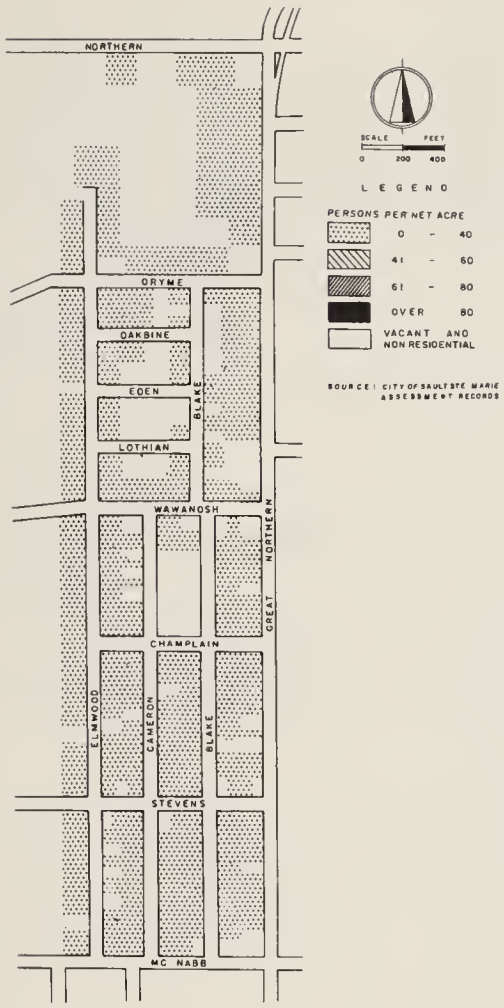


PLATE 143 POPULATION DENSITY

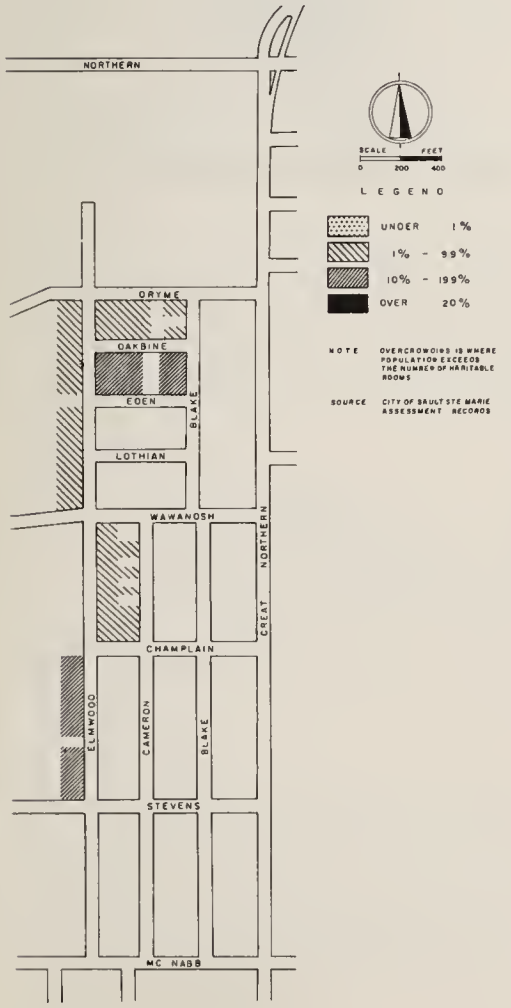


PLATE 144 OVERCROWDING

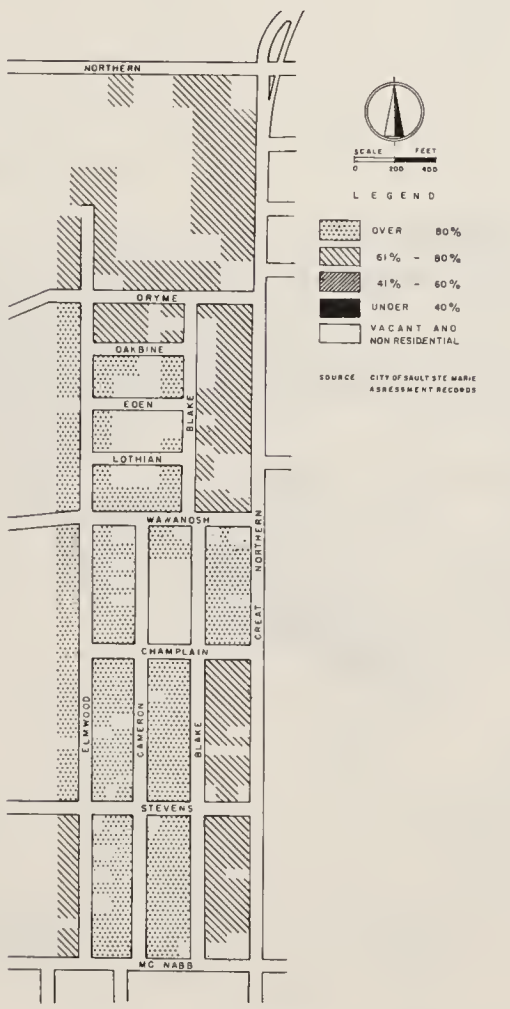


PLATE 145 OWNER OCCUPANCY

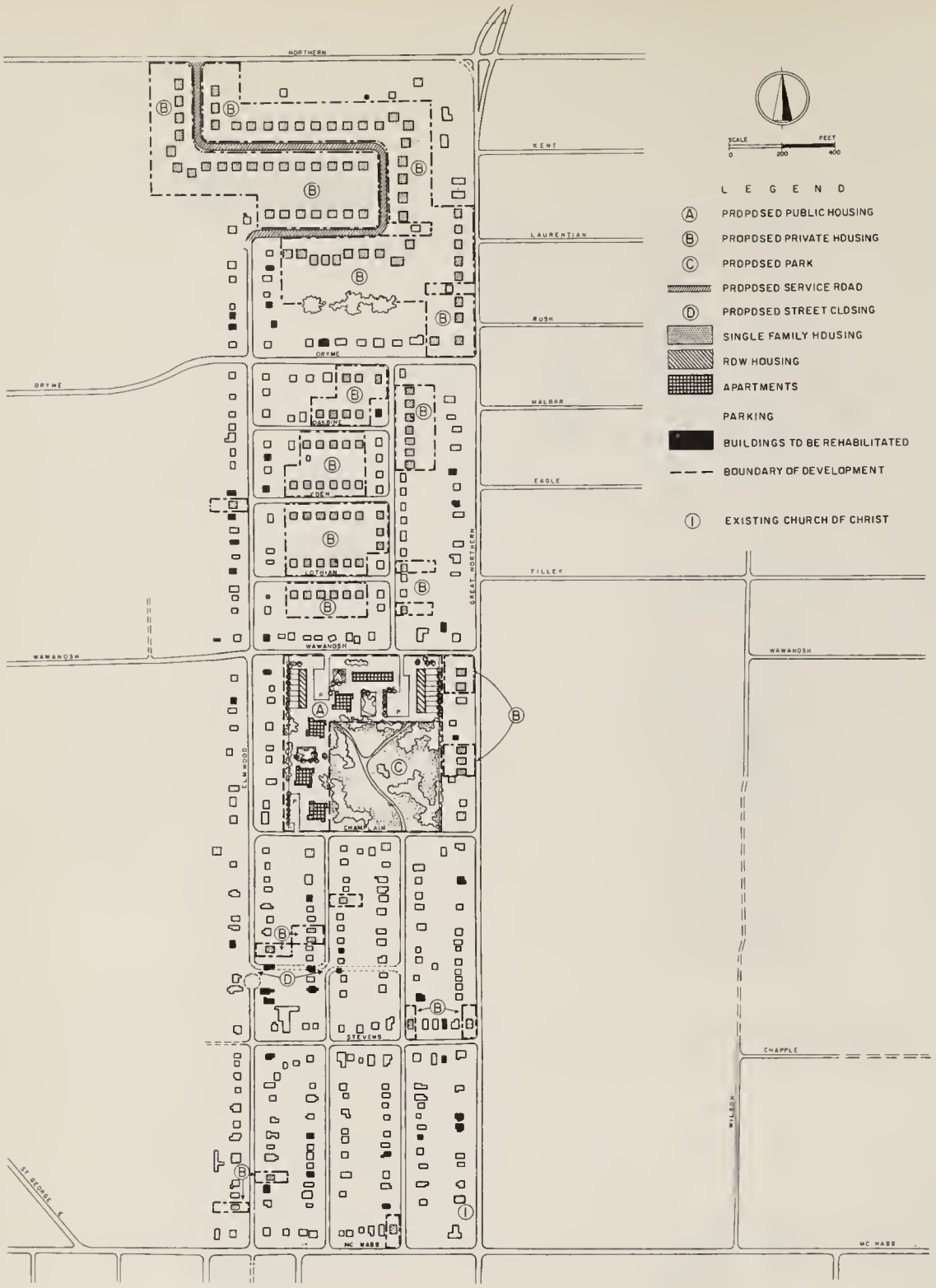


PLATE 146 THE PROPOSAL

STUDY AREA "I"

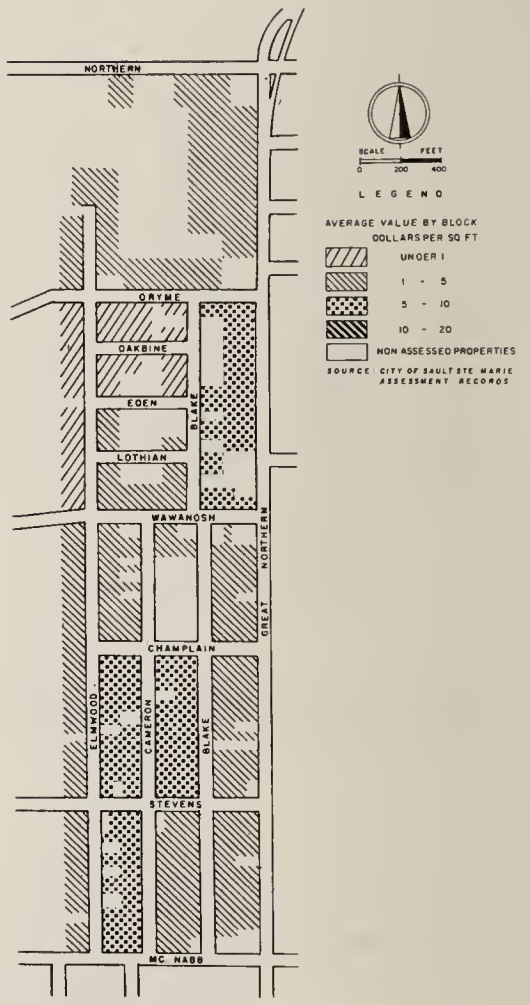


PLATE 148 PROPERTY VALUES

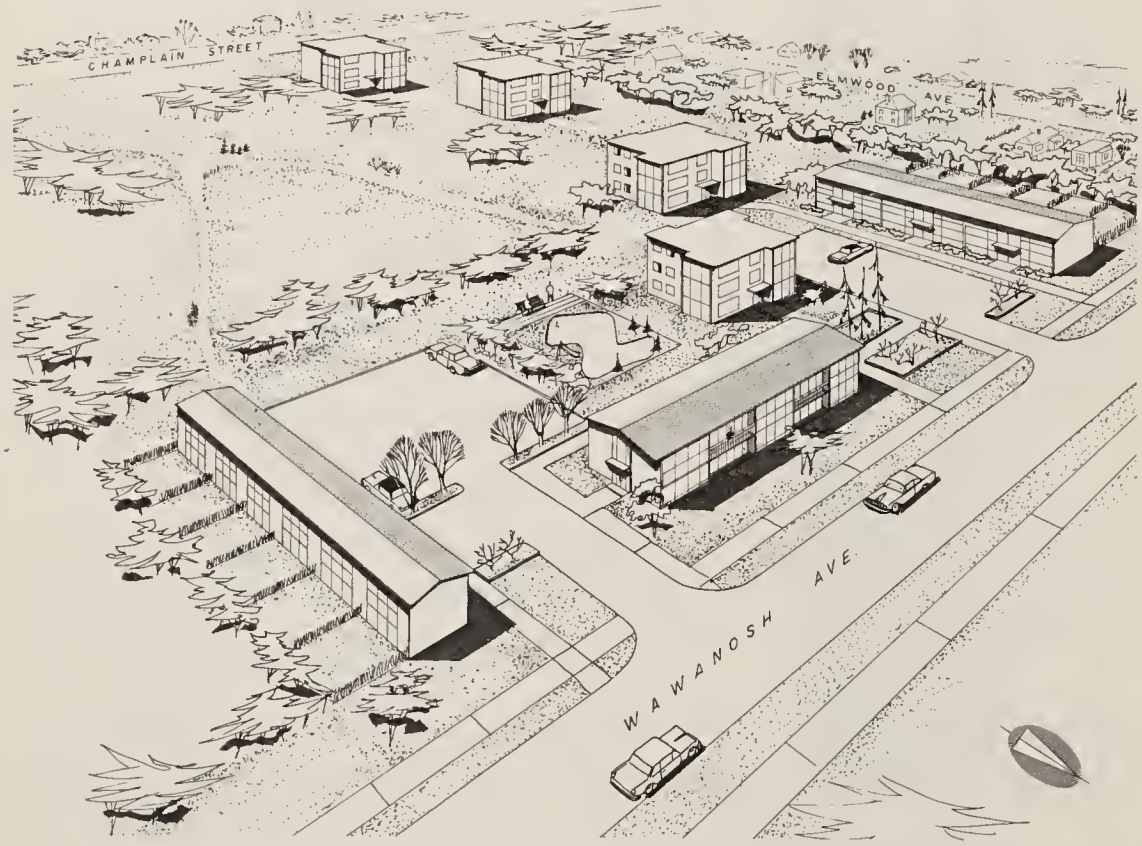


PLATE 147 HOUSING PROJECT (BOUNDED BY WAWANOSH, ELMWOOD, CHAMPLAIN AND GREAT NORTHERN ROAD)

PROPERTY VALUES (Plate 148)

On the same basis as that of Study Area "A", property values range from a low of $1.68 per square foot, to a high of $5.65 per square foot. The lowest values are found in the middle, remote from the arterial streets, while the higher values are found abutting Highway 17 and toward the south end of the area.

RECOMMENDATIONS (Plates 146 and 147)

The following major actions are proposed.

THE PASSING OF BYLAWS:

ENVIRONMENT: to enable the municipality to purchase, develop and maintain 3.9 acres of land marked "C", for parks purposes.

LAND USE AND ZONING: to adopt an Official Plan and Zoning By-law in accordance with the general principles and proposals indicated in Part I of this report (Section 20).

SUBDIVISION AND SITE PLANNING: to prohibit the granting of building permits on lands marked "B", except where the requirements of registered subdivisions and the submission of site plans are fulfilled, in accordance with the design shown on Plate 146. Land assembly projects could be developed here.

REDEVELOPMENT: to designate the area marked "A" on Plate 146, lying between Wawanosh and Champlain Streets, comprising 4.7 acres, as a redevelopment area.

PUBLIC HOUSING PROJECT: for the erection of housing projects and to enter into an agreement with the Federal and Provincial Governments under Section 23, Part III of the National Housing Act.

NEIGHBOURHOOD AMENITIES: to authorize the construction of drainage works, curbs, pavements, sidewalks and the planting of trees on all streets in the area.

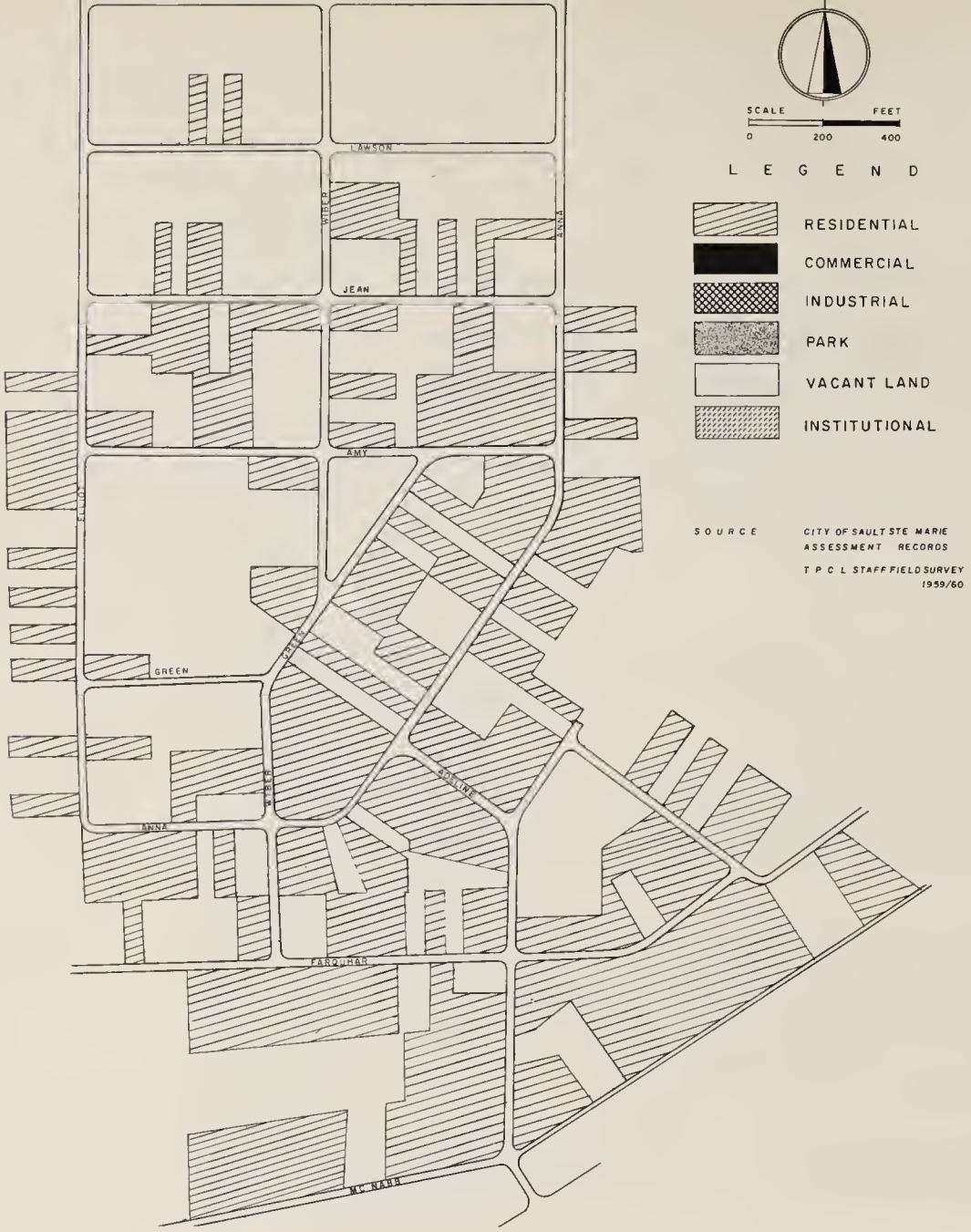
TRAFFIC PATTERN: to authorize the closing of Blake and Cameron Streets between Wawanosh and Champlain Streets; on both Cameron and Elmwood Streets north of Stevens Street, to permit street diversion to be installed; and authorizing the construction of a new street between Blake and Elmwood Streets, as shown on Plate 146.

11. STUDY AREA "J" — REHABILITATION WITH PARTIAL REDEVELOPMENT

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded on the north by Corey Street, on the east by the Rankin Indian Reservation, on the south by McNabb Street and on the west it includes the lands on the west side of Elliot Street. It forms a part of the Elliot neighbourhood and is within Planning District No. 5 partly in Sault Ste. Marie and partly in the Township of Tarentorus.



STUDY AREA "J"

PLATE 149 EXISTING LAND USE

SIZE

It comprises 133.5 acres, of which 27.6 acres are streets.

THE CHARACTER OF THE AREA

The appearance is characterized by untidyness, dusty gravel roads, weed-filled ditches, the lack of trees and sidewalks and the "run-down" appearance of the buildings, showing municipal as well as homeowners' neglect. Most of the houses are built without experience and knowledge by the owners themselves. Often they are unfinished.

LAND USE (Plate 144, Table 120)

All of the occupied land is used for residential purposes. About 59.1% of the land of the study area is vacant.

PLANNING AND ZONING

The Township has not yet adopted an Official Plan and a Zoning Bylaw.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The land within this area slopes gently from the northwest to the southeast.

TABLE 120 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	43.2	40.8
Vacant	62.7	59.2
Total	105.9	100.0

PLATE 150 CONDITION OF INDIVIDUAL STRUCTURES

STUDY AREA "J"

PLATE 151 CONDITION OF STRUCTURES BY BLOCK

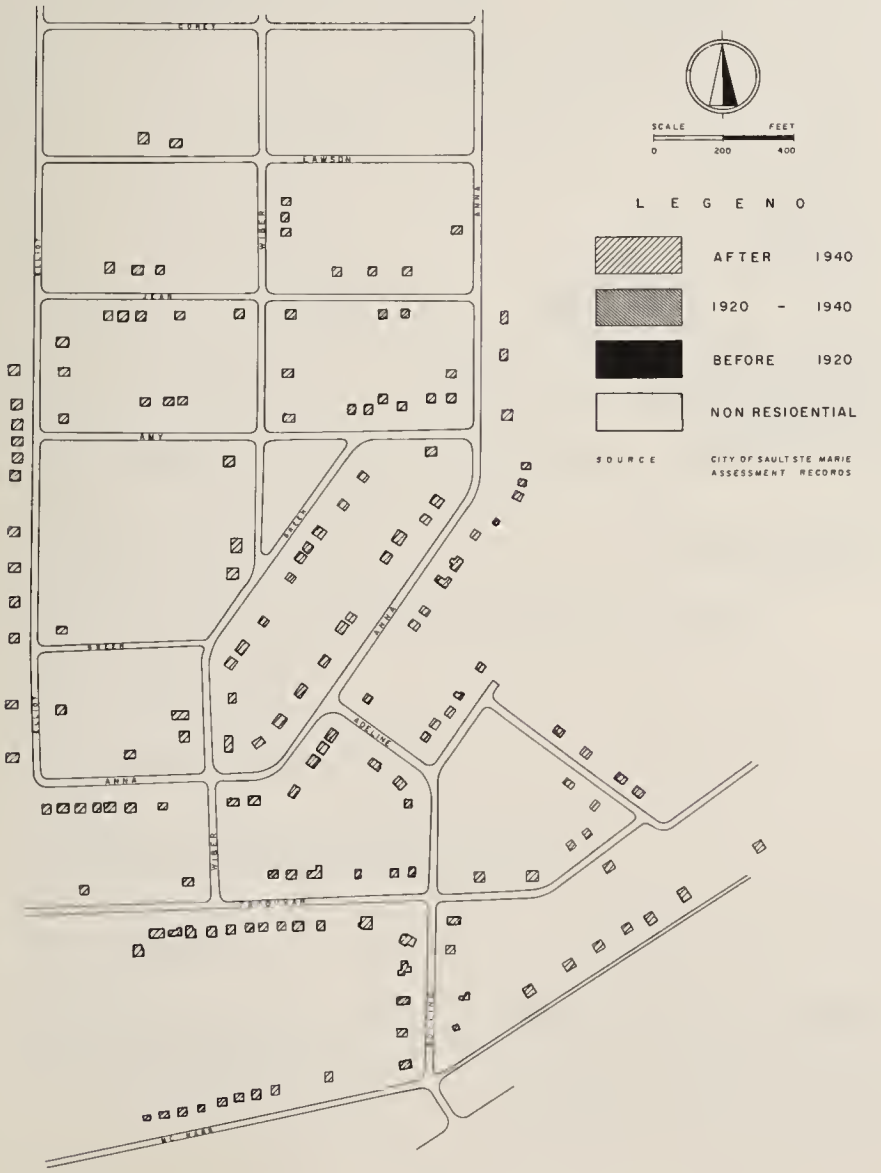


PLATE 152 AGE OF INDIVIDUAL STRUCTURES

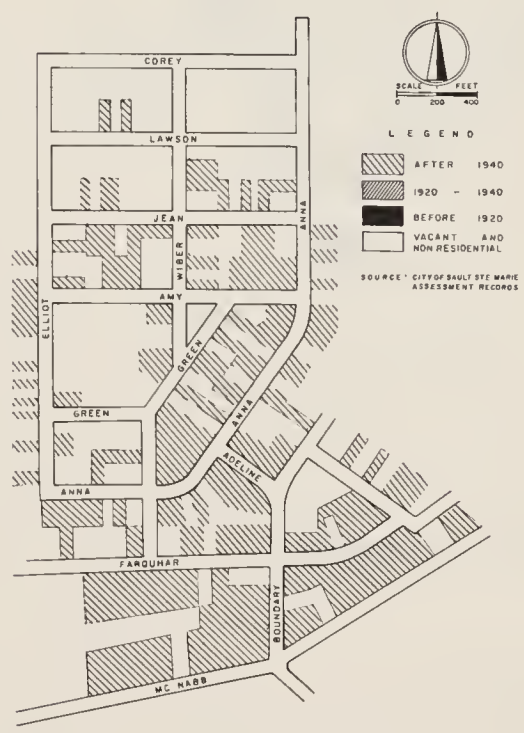


PLATE 153 AGE OF STRUCTURES BY BLOCK

STUDY AREA "J"

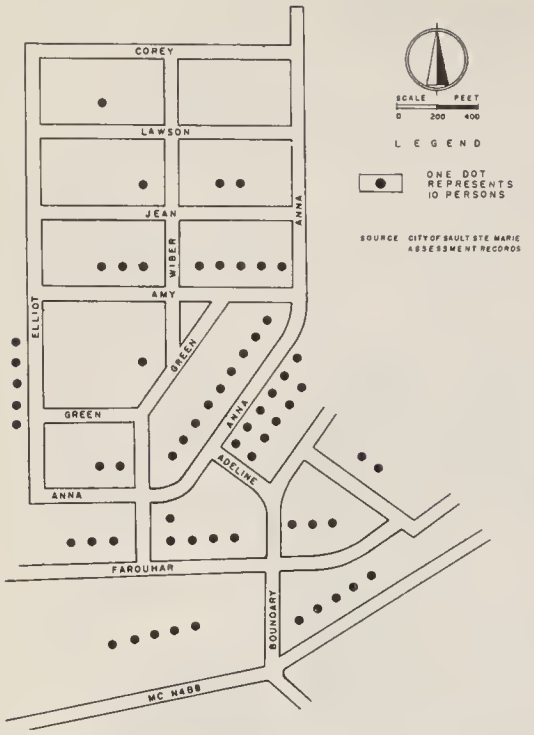


PLATE 154 POPULATION DISTRIBUTION

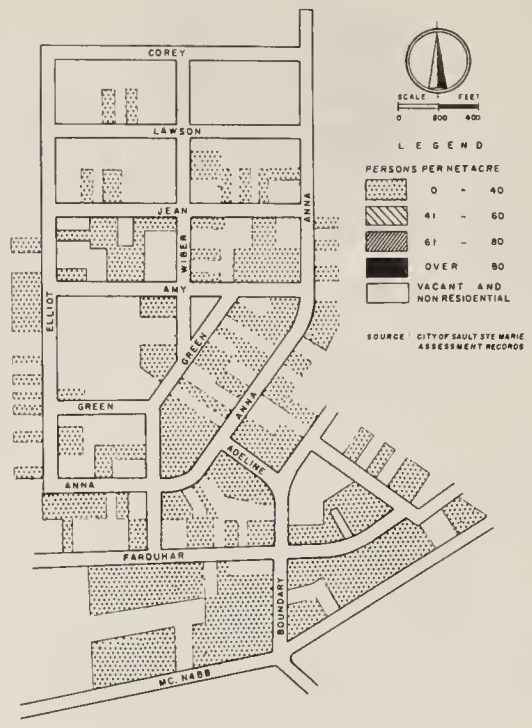


PLATE 155 POPULATION DENSITY

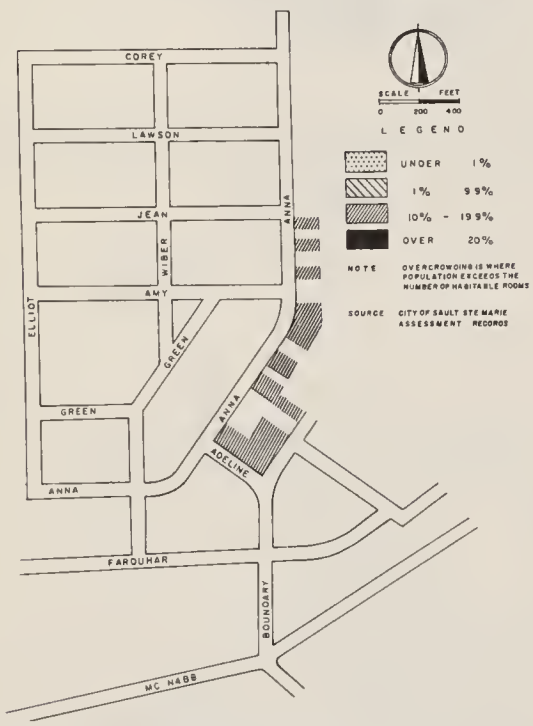


PLATE 156 OVERCROWDING

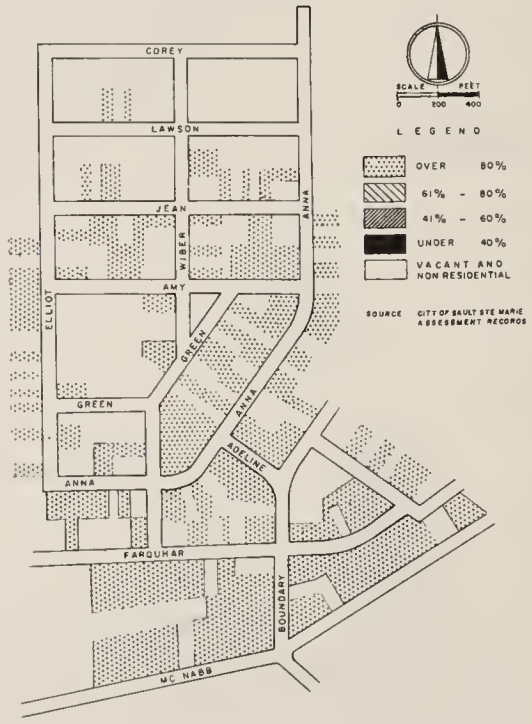


PLATE 157 OWNER OCCUPANCY

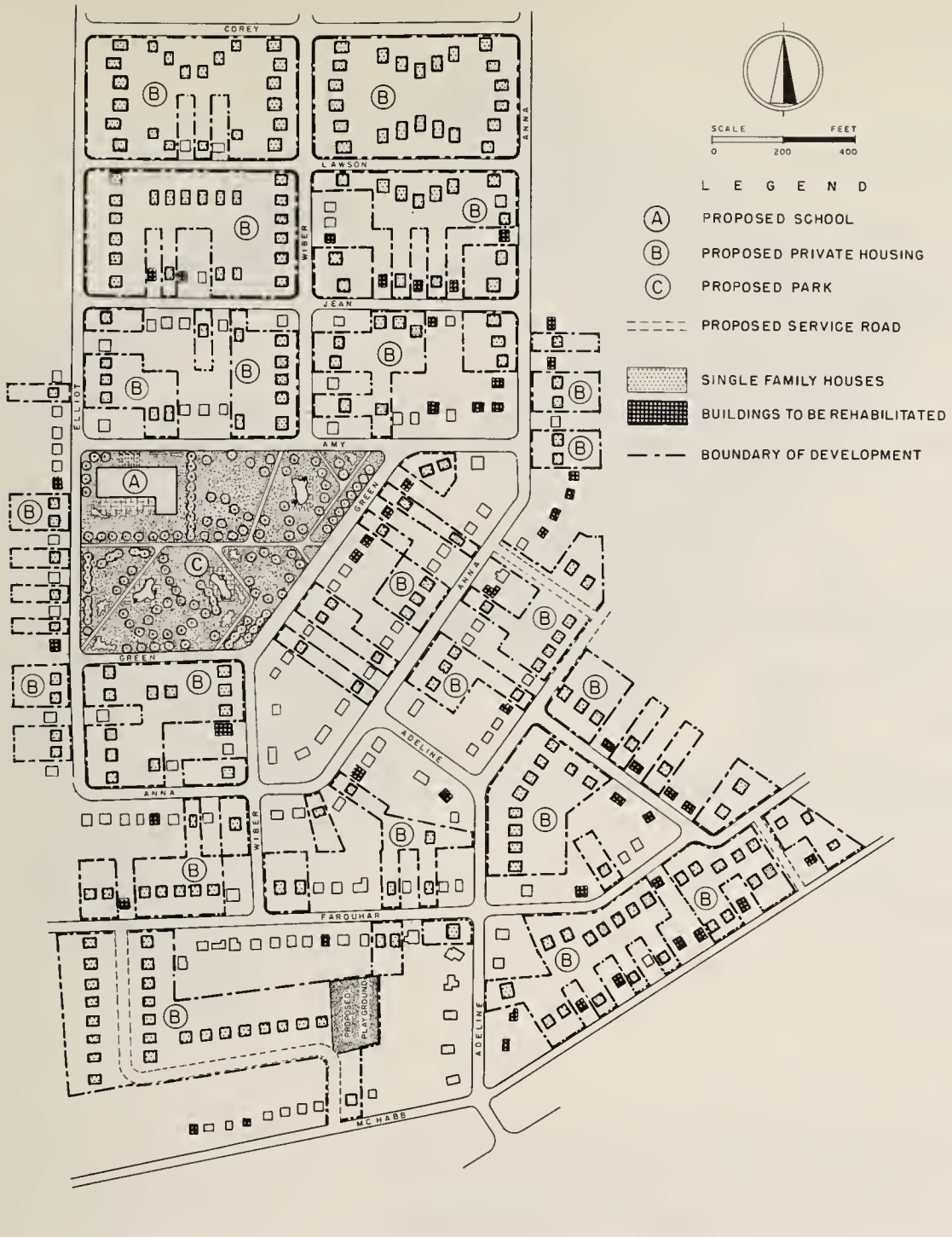
UTILITIES

Only water service is available.

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plate 150 & 151, Table 121)

Almost one-third of the buildings are poor substandard, slightly more than a third are in fair condition and slightly less than a third are rated good. On a block basis, all of the blocks north of Jean Street and the east of Anna and Adeline Streets are generally rated poor.



STUDY AREA "J"

PLATE 158 THE PROPOSAL

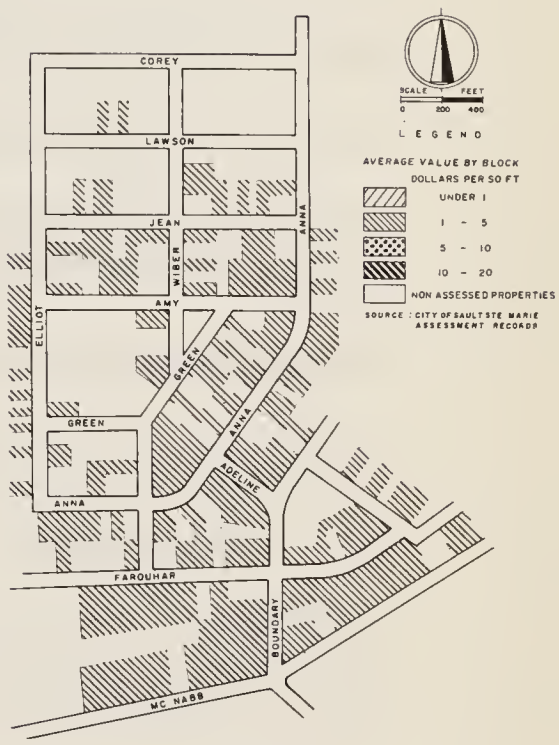


PLATE 159 PROPERTY VALUES

AGE OF RESIDENTIAL STRUCTURES (Plates 152 & 153, Table 122)

All of the houses in this area were built after 1940.

TYPE OF DWELLINGS

All of the homes were built as single family dwellings.

FIRE PROTECTION

One fire was reported in 1959.

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 648 residents, 46.6% were in the 0–14 age group, 51.5%, 15 to 60 years of age, and 1.9% over 60.

TABLE 121 CONDITION OF RESIDENTIAL STRUCTURES

	Number	Percent
Good	54	32.1
Average (Fair)	62	36.9
Poor	52	31.0
Total	168	100.0

TABLE 122 AGE OF RESIDENTIAL STRUCTURES

	Number	Percent
After 1940	168	100.0
1920–1940	nil	0.0
Before 1920	nil	0.0
Total	168	100.0

STUDY AREA "J"

DISTRIBUTION AND DENSITY (Plates 154 & 155)

Population density averages 15 persons per net acre. In individual blocks, it varies from 4.75 to 33 persons per net acre. The lower densities, in general, are toward the north, and some on McNabb Street.

OVERCROWDING (Plate 156)

Overcrowding, to the extent of 10%, exists in the block on the east side of Anna Street, north of Adeline Street.

OWNER OCCUPANCY (Plate 157)

On a block basis owner occupancy ranges from 80% to 100%. All but three of the blocks are completely owner occupied.

PROPERTY VALUES (Plate 159)

On the same basis as that of Study Area "A", the average value per block ranges from $1.17 to $4.05 per square foot.

RECOMMENDATIONS (Plate 158)

The following actions are proposed:

THE PASSING OF BYLAWS:

ENVIRONMENT: to enable the municipality to purchase, develop and maintain the lands marked "C" of 6.4 acres and the lands marked "proposed playground", of 0.6 acres, located between Farquhar and McNabb Streets, west of Adeline Street.

LAND USE AND ZONING: the adoption of an Official Plan and Zoning Bylaw to regulate the use of lands for residential purposes within the area.

BUILDING BYLAW: to adopt a housing code and enforce minimum building standards to ensure a reasonable quality of housing for the residents of the area and the municipality.

SUBDIVISION AND SITE PLANNING: to prohibit the granting of building permits on lands marked "B", except where the requirements of registered subdivisions, and the submission of site plans are fulfilled in accordance with the design shown on Plate 158. Land assembly projects could be developed here.

NEIGHBOURHOOD AMENITIES: to authorize the construction of drainage works, sanitary sewers, pavements, sidewalks and the planting of trees on the streets of the area.

TRAFFIC PATTERN: to close that portion of Wiber Street lying south of Amy Street, in order to enable the establishment of a park.

SCHOOL CONSTRUCTION: the provision of an elementary school, on the site marked "A" on Plate 158, in relation to the housing accommodation provided.

STUDY AREA "K"

PLATE 160 EXISTING LAND USE

12. STUDY AREA "K" — REHABILITATION

ENVIRONMENTAL CHARACTERISTICS

LOCATION

It is bounded on the west by Boundary Road, on the north by Trunk Road (Highway 17 East), on the east by Dacey Road and on the south by Chamber Street. It forms part of the Eastside Neighbourhood, and is within Planning District No. 4 in the Township of Tarentorus.

SIZE

It comprises 194.9 acres, of which 28.4 acres are streets.

CHARACTER OF THE AREA

Its general appearance is poor, due to untidy gravel roads, weeds in ditches, lack of sidewalks and unsightly buildings, although some individual lots are well kept.

LAND USE (Plate 160, Table 123)

56.2%, of the land is used for residential purposes. Vacant lands constitute 36.9%.

TABLE 123 EXISTING LAND USE

	Net Area (acres)	Percent
Residential	93.7	56.2
Commercial	6.8	4.1
Institutional	1.1	0.7
Dpen Space	3.5	2.1
Vacant	61.4	36.9
Total	166.5	100.0

STUDY AREA "K"

PLATE 161 CONDITION OF INDIVIDUAL STRUCTURES

PLATE 162 CONDITION OF STRUCTURES BY BLOCK

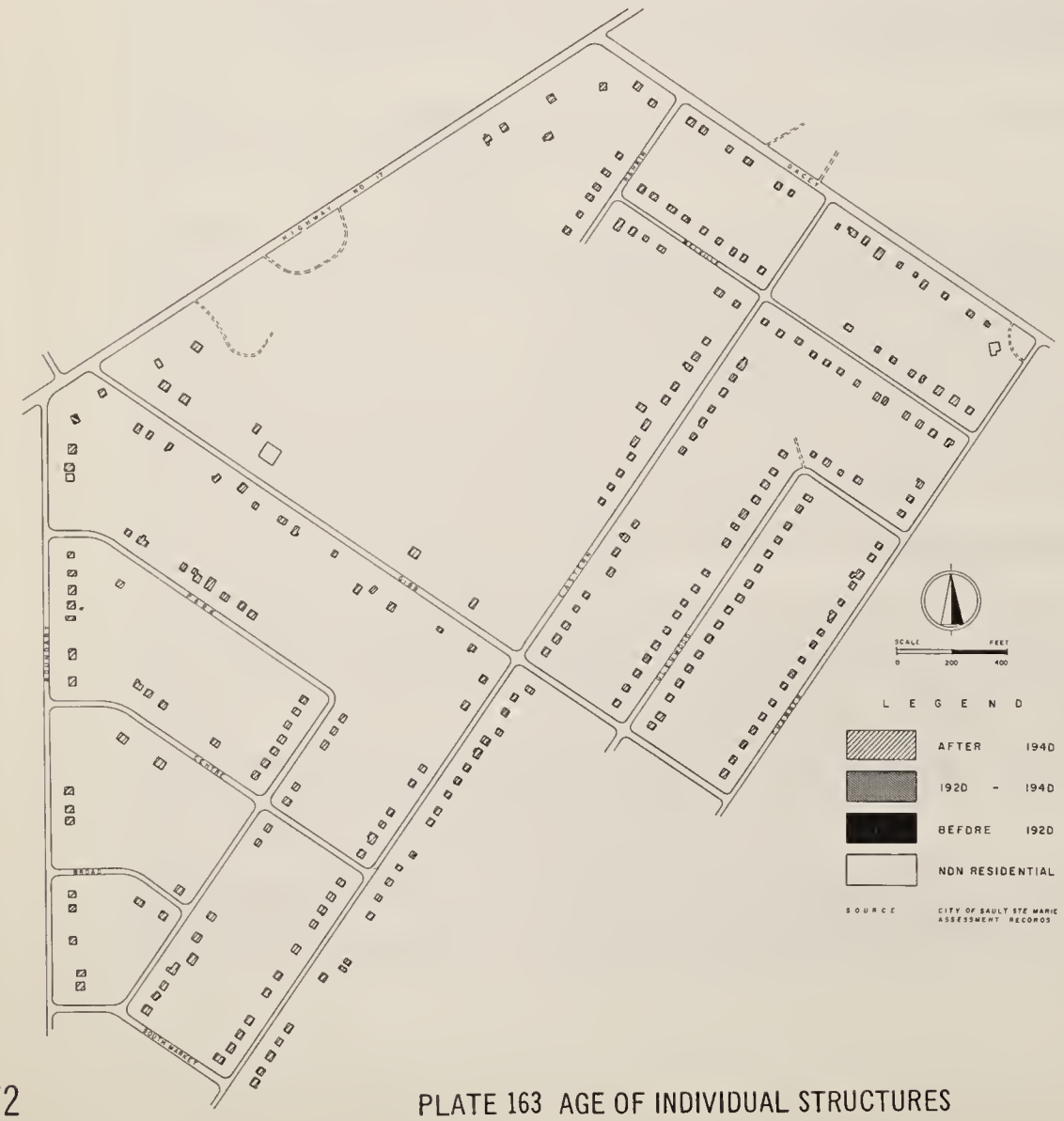


PLATE 163 AGE OF INDIVIDUAL STRUCTURES

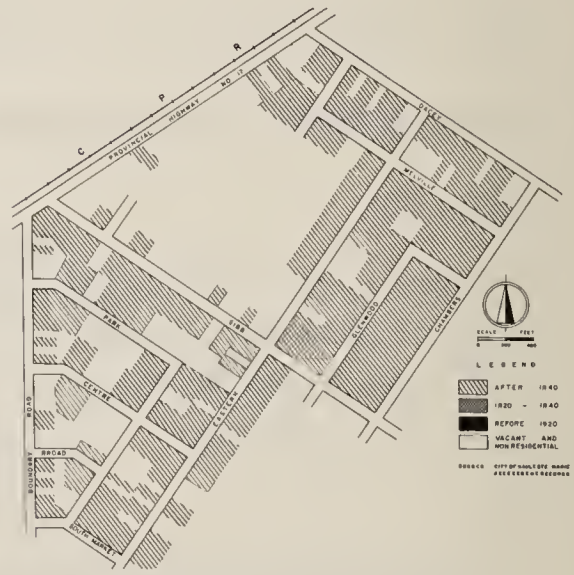


PLATE 164 AGE OF STRUCTURES BY BLOCK

STUDY AREA "K"

ZONING

No Official Plan has been adopted yet and a part of the area is restricted by Bylaw against commercial uses.

PHYSICAL CHARACTERISTICS

TOPOGRAPHY

The lands are quite flat. Surface drainage flows generally in a south-easterly direction.

UTILITIES

Water service, but not sewers, are available.

BUILDING CHARACTERISTICS

CONDITION OF RESIDENTIAL STRUCTURES (Plate 161 and 162, Table 124)

50.4% of the buildings are fair, 28.9% are good while 20.7% are poor and sub-standard. On a block basis, the area generally is rated "fair". Some poor blocks are in the extreme easterly end of the area, remote from the major traffic arteries.

TABLE 124 CONDITION OF RESIOENTIAL STRUCTURES

	Number	Percent
Good	78	28.9
Average (fair)	137	50.4
Poor	56	20.7
Total	271	100.0

AGE OF RESIDENTIAL STRUCTURES (Plates 163 & 164, Table 125)

All of the 271 houses but one were built after 1940.

TABLE 125 AGE OF RESIDENTIAL STRUCTURES

	Number	Percent
After 1940	270	99.6
1920–1940	1	0.4
Before 1920	nil	0.0
Total	271	100.0

TYPES OF DWELLINGS

Only single family detached homes exist in the area.

FIRE PROTECTION

Five minor fires were reported in 1959.

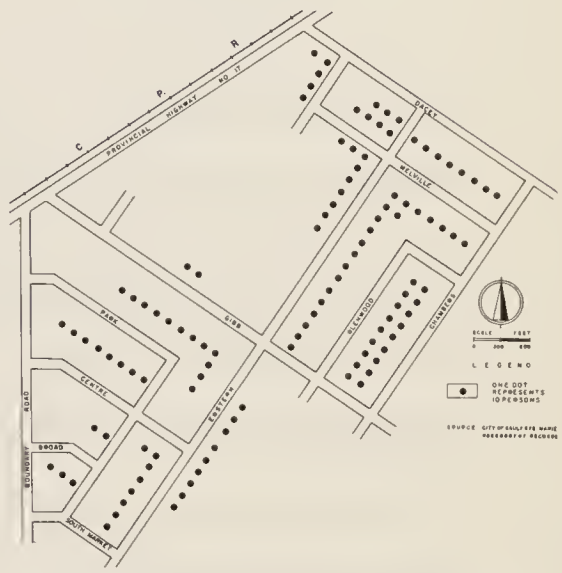


PLATE 165 POPULATION DISTRIBUTION

POPULATION CHARACTERISTICS

AGE GROUPS

Of the 1,149 residents, 46.7% were in the 0–14 year age group, 60.6%,15 to 60, and 2.7% over 60.

DISTRIBUTION AND DENSITY (Plates 165 & 166)

Population density averages 12.3 persons per net acre. However, by individual blocks, densities range from 5.1 to 19.2 persons per net acre.

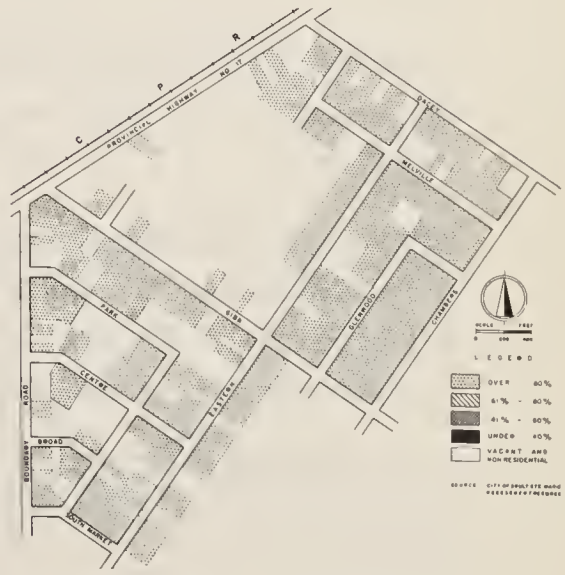


PLATE 166 POPULATION DENSITY

OVERCROWDING (Plate 167)

Overcrowding exists in the five blocks most distant from Trunk Road. The most severe is in the block bounded by South Market, Eastern, Centre and Park Streets, where the number of people exceed the number of rooms by 67%.

OWNER OCCUPANCY (Plate 169)

On a block basis, owner occupancy ranges from 75% to 100%.

PLATE 168 THE PROPOSAL

PROPERTY VALUES (Plate 170)

On the same basis as that of Study Area "A", property values range from a low of $0.73 to a high of $2.83 per square foot, with the higher values generally on the lands abutting Trunk Road.

RECOMMENDATIONS (Plate 168)

The following are the principal improvements recommended:

THE PASSING OF BYLAWS:

ENVIRONMENT: authorizing the municipality to purchase, develop and maintain the lands marked "B" on Plate 168, 2.5 acres in size, for parks purposes.

LAND USE AND ZONING: adopting an Official Plan and Comprehensive Zoning Bylaw under the Planning Act, covering the lands in the area, in accordance with Plate 168.

SUBDIVISION AND SITE PLANNING: prohibiting the granting of building permits on the lands marked "A", except where the requirements of registered subdivision and the submission of site plans are fulfilled, in accordance with the design shown on Plate 168. Land assembly projects could be developed here.

NEIGHBOURHOOD AMENITIES: authorizing the construction of drainage works, sanitary sewers, pavements, sidewalks and the planting of trees on the streets of the area.

STUDY AREA "K"

PLATE 167 OVERCROWDING

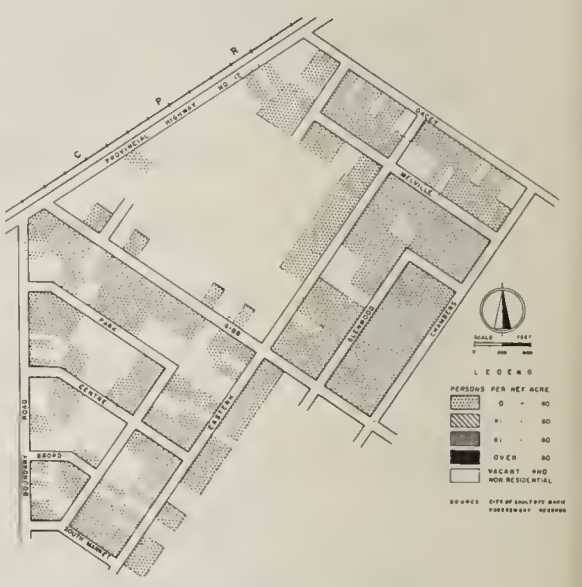


PLATE 169 PROPERTY VALUES

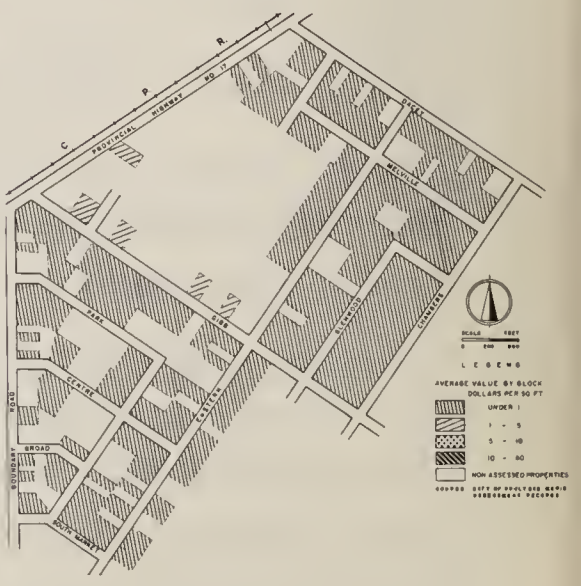


PLATE 170 PROPERTY VALUES

13. NEIGHBOURHOOD CONSERVATION

The 12 Study Areas dealt with above, belong to four basic types of housing areas: –

Areas subject to adverse effects from forces or conditions outside their borders, or having in-built deficiencies, which would predispose them to blight. These will require protection and correction (Study Areas A, D, & E).

Areas which show moderately advanced substandardness, but which are basically sound enough to permit them to be brought up to an acceptable standard by comprehensive approaches (Study Areas B, C, F, I, J & H).

Areas which are not suitable for continued use of the present housing and which cannot be elevated to an acceptable standard economically because of either excessively poor quality dwellings, or poor neighbourhood environment, which cannot be corrected. These will require clearance and redevelopment (portions of Study Areas G & H).

Areas which are satisfactory, requiring protective measures only, (the balance of the urban area of Greater Sault Ste. Marie), mostly where: –

1. Structures are basically sound.

2. Environment is satisfactory or can be brought to a satisfactory level, including:
a) relatively low degree of land crowding;
b) little or no intrusion of non-residential land uses;
c) good topographical and other basic site characteristics;
d) traffic nuisances or hazards absent or correctible;
e) community facilities basically adequate or correctible.

3. Area small enough for rapid action.

4. Area comprising all or a clearly separable part of a neighbourhood.

5. Stable population with large proportion of owner occupants.

6. Low prevalence of occupancy crowding.

7. Generally adequate dwelling facilities and maintenance levels.

8. Area adjacent to better quality areas on major portion of its borders.

For this latter group the effective method of carrying out conservation activities is: –

The adoption and enforcement of Housing, Building and Zoning Bylaws, which prescribe adequate, modern yet reasonable minimum standards for facilities, maintenance and occupancy of existing housing. Such Bylaws should relate to health, fire prevention, building, plumbing, electrical work, sanitation, smoke abatement, maintenance and occupancy standards. In order to preserve the public welfare and maintain the tax base of the community, the conservation of the neighbourhoods, not included in the study areas, must be recognized as a responsibility and a major objective of the Municipal Governments of Greater Sault Ste. Marie.

RECOMMENDATION

It is therefore proposed that the component municipalities establish definite policies and a co-ordinated programme directed specifically to conservation of all neighbourhoods with the exception of Neighbourhoods 1, 2 and 3 and parts of 14, 15, 19, 21 and 22.

TABLE 126 REDEVELOPMENT AREAS

Area	Net Area to be Cleared (acres)	Population Requiring Relocation	Proposed Land Use
D & E	166.3	5,605	Residential, Commercial & Industrial
F	18.1	339	Commercial
G & H	261.9	3,641	Residential & Commercial
	446.3	9,585	

Source:
1. Urban Renewal Study
2. Municipal Assessment Records

14. STAGING AND PRIORITIES

THE PROGRAMME IN GENERAL

PRIME REQUISITES

Prime requisites of a successful urban renewal programme are:–

1) that the programme be continuous and flexible
2) that the municipality can finance the programme
3) that plans are made for the rehousing of the families displaced by clearance; and
4) that there is active citizen co-operation.

PERIOD OF PROGRAMME

A period of 20 years to 1980 has been established for the main two reasons:–

This period is the maximum period for which we can anticipate city growth factors with any degree of certainty.

At the end of this period much of the housing in the city will be between 50 and 70 years old.

PROGRAMME STAGES

In order to relate the programme to a possible long-term Capital Budget the following stages have been adopted:

Stage 1	1963–1966	(four years)
Stage 2	1967–1970	(four years)
Stage 3	1971–1974	(four years)
Stage 4	1975–1977	(three years)
Stage 5	1978–1980	(three years)

The condition of housing normally will be the controlling factor in determining the priority of areas for renewal, but two additional factors should be considered which either individually or collectively may over-ride this factor. These are the necessities for carrying out public works, such as road improvements, in connection with redevelopment and the demand that may arise from private enterprise for land in particular locations.

REDEVELOPMENT AREAS (Tables 126 & 127)

In previous sections of this study, we have described the redevelopment areas which are already blighted, or which will become blighted and ready for clear-

TABLE 127 PARTIAL REDEVELOPMENT AREAS

Area	Net Area to be Cleared (acres)	Other land to be acquired (acres)	Population Requiring Relocation	Proposed Land Use
A	3.2	21.2	100	Residential
B	8.4	7.9	101	Residential
C	3.3	2.8	41	Residential
D	4.7	3.9	101	Residential
	19.6	35.8	343	

Source:
1. Urban Renewal Study
2. Municipal Assessment Records.

ance within the next twenty years. An assessment has been made of the population that will require relocation, and the area of land that will become available for redevelopment areas has been outlined.

In order to produce a workable programme for redevelopment it is necessary to consider the relocation of the present residents of the areas to be cleared and later to estimate the total cost of acquisition and clearance of these areas.

STAGING OF REDEVELOPMENT

The following staging of redevelopment is proposed:

Period	Project	Area to be cleared (acres)	Population Requiring Relocation
I. 1963–1966	E – Gore, Cathcart, Queen and Huron	22.2	1,102
	G – Wellington, Tancred, Queen and Gore	11.8	427
	G – March, Wellington, Elgin and Queen	7.5	348
	H – Brock, Bay, East & St. Mary River	4.7	–
	A – Spadina, McAllen, Pittsburg & Bonney	3.2	100
		49.4	1,977
II. 1967–1970	E – CPR, Huron & Cathcart	6.8	294
	E – Cathcart, St. James, Bridge Plaza & Hudson	7.7	467
	G – Gore, Queen, Spring & Bay	27.6	317
	H – Bay, Brock, St. Mary River & A.C.R. Yards	25.6	–
	I – Between Wawanosh & Champlain Streets	4.7	101
		72.4	1,179
III. 1971–74	D – West, Cathcart, CPR & Albert	8.9	843
	E – Cathcart, Hudson, ACR & CPR	13.1	843
	E – Queen, Gore, ACR	0.5	27
	G – Albert, March, Queen Spring, Bay & East	21.1	447
	H – Bay, Gore, St. Mary River, & Elgin	48.2	–
	B – Wallace Terrace, McFadden, Patricia, Turner	8.4	101
		100.2	2,261

IV. 1975–1977	D – A.C.R., West, Albert, C.P.R.	16.4	991
	F – Wellington, John, St. Georges, North	18.1	339
	G – Wellington, Tancred, Queen, Elgin	39.6	1,247
	G – March, Wellington, Albert, East	11.4	307
		85.5	2,884
V. 1978–1980	E – Wellington, Cathcart, Huron, C.P.R.	23.6	949
	G – Wellington, East, Bay & Pim	24.4	664
	H – Bay, East, St. Mary River, Pim	15.5	–
	C – Second Line, Lennox, Bainbridge, Shafter	3.3	41
		66.8	1,654

TABLE 128 REHABILITATION AREA (TOTAL)

Area	Net Area (acres)	Existing Population	Proposed Land Use
J	43.2	648	Residential
K	105.1	1,149	Residential
	148.3	1,797	

Source:
1. Urban Renewal Study
2. Municipal Assessment Records

REHABILITATION AREAS (Tables 128 & 129)

Rehabilitation is required in 6 of the 12 study areas.

STAGING:

The proposed staging of rehabilitation is given below:

Period	Project	Area (acres)
I 1963-66	Area A	79.4
	Area J	43.2
II 1967-70	Area I	4.7
III 1971-74	Area B	8.4
IV 1975-77	Area K	105.1
V 1978-80	Area C	3.3
		244.1

TABLE 129 REHABILITATION AREAS (PARTIAL)

Area	Net Area (acres)	Existing Population	Proposed Land Use
A	79.4	1,606	Residential, Commercial, Industrial & open space
B	58.5	648	Residential
C	34.5	762	Residential & Industrial
I	72.9	1,409	Residential
	245.3	4,425	

Source:
1. Urban Renewal Study
2. Municipal Assessment Records

15. THE FINANCIAL PLAN

i) FINANCIAL ASSISTANCE

Section 23, Part III of the National Housing Act, authorizes the Government of Canada to contribute 50% of the net cost of acquiring and clearing a redevelopment site, subject to the following conditions:–

a) the municipality must have an approved Official Plan;

b) the redevelopment areas must have been designated and approved by the Provincial Minister;

c) the area must contain a substantial portion of housing, either before or after redevelopment;

d) a satisfactory plan for the relocation of families, displaced by clearance, must be prepared.

Section 33, Part V, permits the Government of Canada to grant up to 50% of the estimated cost of planning studies of specific areas for redevelopment, provided that these are approved by the Minister.

Part IV of the National Housing Act is of particular interest in the case of rehabilitation and conservation projects as the Act authorizes Central Mortgage and Housing Corporation to guarantee loans made by approved lenders for the purposes of home improvements.

PROVINCIAL ASSISTANCE

Section 3 of the Housing Development Act authorizes the contribution by the Government of Ontario of up to 25% of the net cost of acquisition and clearance of redevelopment sites.

FEDERAL-PROVINCIAL HOUSING PROJECTS

Other important government assistance may be given under the provisions for Federal-Provincial Housing projects, whereby the Dominion Government assures 75% and the Province of Ontario, 25% of the cost of a subsidized rental housing project. In the case of a full recovery project, the cost distribution is as follows:–

Government of Canada - 75%
Province of Ontario - 17-½%
Local Municipality - 7-½%

ii) ESTIMATES OF REDEVELOPMENT COSTS (Tables 130, 131 and 132)

Acknowledging that an accurate cost estimate would require detailed individual appraisals of each property, which is outside the terms of reference, and which, even if made, would be subject to price fluctuations during the period of implementation of the plan, it is necessary, nevertheless, to obtain some idea of the acquisition and clearing costs in the redevelopment area.

From a study of real estate transactions in the various parts of the area proposed for redevelopment, we have observed that in the appraisal of the lands acquired by the International Bridge Authority, the average sales value was approximately 2.214 the assessed valuation.

Since a complete reassessment was carried out in 1958, it would be reasonable to assume that the assessment of business and residential land would bear similar relationships to their respective market values. Hence, a ratio of 2.214:1 relating market value to assessment was considered reasonable throughout the redevelopment area.

TABLE 130 ESTIMATED REDEVELOPMENT COSTS

	Acquisition*	Clearance	Total	Resale	Net Cost
A	$168,000	$11,200	$179,200	$105,000	$ 74,200
B	694,000	29,400	723,400	150,000	573,400
C	223,000	11,500	234,500	50,000	184,500
D & E	14,920,000	581,000	15,501,000	2,025,000	13,476,000
F	1,455,000	63,000	1,518,000	1,773,800	255,800**
G	17,170,000	566,000	17,736,000	15,866,200	1,869,800
H	6,180,000	350,000	6,530,000	1,650,000	4,880,000
I	860,000	16,500	876,500	300,000	576,500
	$41,670,000	$1,628,600	$43,298,600	$21,920,000	$21,378,600

* includes 15% for forced taking, legal costs and contingencies
** Surplus.

TABLE 131 DISTRIBUTION OF REDEVELOPMENT COSTS

Federal Share	50%	$10,689,300
Provincial Share –	25% (acquisition only)	$ 4,937,500
Municipal Share –		$ 5,751,800
Total net Redevelopment Cost		$21,378,600

TABLE 132 REDEVELOPMENT PROGRAMMING COSTS

	Net Cost	Net Cost to City	Cost per year to City*
Stage 1 – 1963-66	$2,824,615	$ 759,898	$190,000
Stage 2 – 1967-70	4,129,930	1,111,062	$288,000
Stage 3 – 1971-74	5,713,426	1,532,066	$384,000
Stage 4 – 1975-77	4,880,279	1,318,307	$439,000
Stage 5 – 1978-80	3,830,350	1,030,467	$377,000
	$21,378,600	$5,751,800	

* Figures Rounded

CLEARANCE

$3,500 per acre was considered a reasonable estimate for building demolition and site clearance.

ALLOWANCE FOR CONTINGENCIES

A factor of 10% of the estimated cost of acquisition was made to provide an allowance for forced taking and a further 5% for legal costs and other miscellaneous contingencies, making a total of 15%.

RESALE

The resale of the cleared lands was estimated on the following basis. Lands for residential purposes were valued at $1,500 per dwelling unit proposed.

For commercial lands, insufficient recent sales of cleared lands are available to form the basis of a sound estimate. However, in 1961, the city retained a well-qualified appraiser to evaluate a specific parcel of land near the Central Business District. As a part of his report, in investigating the land's commercial possibilities, he adopted a unit value of $2.25 per square foot, which is equal to $98,000 per acre. While this valuation was not made in exactly the same area, for lack of better information it has been used in the Central Business District, so that the general extent and impact of the programme may be reasonably evaluated.

TABLE 133 REHABILITATION COSTS

Stage	Area	No. of Buildings		Costs	Costs year (50% by City)
I – 1963-66	A	17	59,500		
	J	50	175,000	234,500	$30,000
II – 1967-70	I	45		157,500	20,000
III – 1971-74	B	31		108,000	13,000
IV – 1975-77	K	55		192,000	32,000
V – 1978-80	C	12		42,000	7,000
		210		$734,000	

REHABILITATION (Table 133)

Basically, rehabilitation will consist of:–

a) Acquisition and clearance of individual blighted structures
b) Repair and renovation of fair structures
c) Improvement of community facilities
d) Encouragement of citizen activity in neighbourhood improvement.

The cost of item (a) is difficult to estimate as much of the clearance may be carried out by private enterprise. However, assuming half the sites were cleared by the city, a reasonable estimate of the net cost to the ratepayers in the rehabilitation areas would be $367,000 over the 20-year period.

Since undoubtedly many of the buildings designated for rehabilitation are capable of repair or renovation, the rehabilitation costs have been estimated on the basis of $3,500 per house.

The total rehabilitation cost is, therefore, estimated at $734,000. No allowance for assistance from the senior levels of government in acquisition and clearance has been made for the rehabilitation areas. The possibility of such aid would have to be discussed with the respective governments.

It is not possible within the scope of this study to establish the cost of the improvement in community facilities that may be necessary in the various areas. A detailed study of the necessary improvements will be required before any realistic estimates can be prepared. The promotion of citizen awareness and participation would be combined with that proposed for neighbourhood conservation, and an estimate of this cost is given in a later section.

NEIGHBOURHOOD AMENITIES

The provision of pavements, curbs, sidewalks, tree planting, etc. are normal neighbourhood amenities, which have not yet been provided in most of the rehabilitation areas. For this reason, their provision must be considered as a normal capital cost of municipal operation and not as a cost resulting from a Renewal Program. They are, therefore, excluded from consideration in this report.

CONSERVATION

The principal costs of this programme will be that of bylaw enforcement and and promotion of citizen participation. The staff requirements in the housing department, necessary for strict enforcement and promotion, will only become evident as the program progresses.

ADMINISTRATION AND PROMOTION

The extent of this program will depend, to a large degree, on citizen response. An arbitrary figure of $15,000 per year is suggested for this item in the initial stages of the program increasing in proportion to the population throughout the program period.

16. ORGANIZATION OF OFFICIAL AND COMMUNITY GROUPS

1. ORGANIZATION

Must begin with the council, and the Redevelopment Co-ordinator. It will involve two major elements, official and non-official. There should be a committee or similar central organization to provide a means of centralizing the planning for each element.

2. REDEVELOPMENT CO-ORDINATOR

Formulates or controls major policies and exercises general executive control over the improvement program. Reviews them with appropriate committee.

Co-ordinates policies and operations of official agencies. Reviews them with appropriate committee.

Proposes membership of various special committees or boards for appointment by council.

Administers Redevelopment Co-ordinator's office which should function solely as a staff agency. Operating functions should be carried on by the line agencies, with such modifications or additions as necessary.

Provides necessary staff and services to improvement area programmes by use of the resources of the official and non-official agencies participating. Basic functions, such as over-all program planning, community organization, public information, administrative-legal research and similar functions should be performed in the Redevelopment Co-ordinator's office.

Assumes direct responsibility through appropriate committees and channels for use and co-ordination of municipal housekeeping services.

Investigates and develops improved and broadened means of financing private and public efforts.

3. REDEVELOPMENT AUTHORITY

Acquires land, clears and manages it, secures re-use consistent with neighbourhood plan.

Prepares detailed premises–by premise plans for entire improvement area with aid of the Planning Board.

Assumes responsibility for financing of public efforts.

Serves as major technical agency for development of financing resources for individuals.

Acts to secure development of middle income rental and lower cost sale housing in improvement areas.

Acts to remove non-conforming uses where seriously detrimental to improved use of areas.

4. PLANNING BOARD

Delineates the neighbourhood and sub-areas for neighbourhood improvement action. Utilizes housing quality and market data, attitude information and broader planning considerations in making determinations.

Prepares neighbourhood plans in relation to larger planning elements, using all available data.

Revises zoning plans and recommendations for maximum benefit to improvement program and areas.

Joins in public information and community organization efforts.

5. HOUSING AUTHORITY

Facilitates admission of acceptable public housing candidates from improvement areas.

Provides technical assistance in various fields of competence, including financing, construction and management.

Schedules construction to complement improvement program where possible.

Aids in community organization and information.

Provides use of present public housing facilities for community organization and other efforts.

6. CITY SOLICITOR

Provides legal service to the enforcement activity.

Provides legal service to other operating agencies as needed.

Provides leadership in securing legal guidance and assistance to residents or improvement areas.

Assists research unit of the Housing Co-ordinator's Office in developing improved enforcement and trial machinery and other administrative – legal methodology.

Provides leadership in education of judges, magistrates, prosecuting attorneys and others regarding total program, legislation, pertinent standards, resources and method of administration.

Develops procedures for administration of financial-legal aspects of compulsory repairs and liens.

7. DEPARTMENT OF LICENSES AND INSPECTIONS

Enforces housing, building, plumbing and fire bylaws.

Enforces zoning regulations.

Provides technical assistance on construction and equipment problems.

Maintains record of enforcement program.

Develops record of construction, equipment and ground plan of all structures as reported for new construction or alteration.

17. SUMMARY OF RECOMMENDATIONS

Upon the foregoing premises, we have formulated, and propose to the Sault Ste. Marie and Suburban Area Planning Board, and their respective councils, the following:

THE URBAN RENEWAL PROGRAM

To adopt the Urban Renewal Program as submitted herewith, embodying recommendations for:

PRIORITY STAGES

Stage I, for the 4 year period from 1963 to 1966
Stage II, for the 4 year period from 1967 to 1970
Stage III, for the 4 year period from 1971 to 1974
Stage IV, for the 3 year period from 1975 to 1977
Stage V, for the 3 year period from 1978 to 1980.

THE PLAN

REDEVELOPMENT

To eliminate the blighted areas, totalling approximately 385 acres, in the following stages:

Stage	Approximate Acreage
I	50
II	75
III	100
IV	90
V	70

The estimated net redevelopment cost, including acquisition, clearance, and resale is:

Federal Share	$10,689,300
Provincial Share	$ 4,937,500
Municipal Share	$ 5,751,800

While the redevelopment of the various areas will displace 9,955 residents, it appears that the normal housing supply of the urban area will be able to absorb all but those resident in Areas "D", "E" and "G". Thus, over the 18-year period of the plan, the relocation of 9,273 persons will be required.

REHABILITATION

It is assumed that the rehabilitation of the six areas, involving 244 acres of land, will require municipal participation in 50% of the cases. The total estimated municipal cost for this phase of the proposal is $734,000.

NEIGHBOURHOOD CONSERVATION

It is recommended that the three component municipalities adopt co-ordinated policies and programs in the promotion of neighbourhood improvements to be implemented by private and public agencies.

DEFINITIONS

Urban Renewal: A broad term to cover the three major aspects of renewal - redevelopment, rehabilitation, and conservation.

Redevelopment: The acquisition, clearance, and re-use of blighted areas.

Rehabilitation: The repair and raising of standards of basically sound areas.

Conservation: The prevention of blight through sound maintenance and enforcement.

Region: i. A geographic region is an area in which there is a remarkable degree of homogeneity.
ii. A geographic region must be based on a number of factors which cumulatively differentiate it from surrounding regions.
iii. Regions can be devised on the basis of many factors; physiography, economy, climate, ethnic groups, etc. but these are not considered by geographers to be geographic regions.

Greater Sault Ste. Marie: Includes the city of Sault Ste. Marie and the Townships of Prince, Korah and Tarentorus.

Urban Area: "An area that includes at least one city with 50,000 inhabitants or more, plus the surrounding closely settled urban fringe." (Source: U.S. Census, 1950. Quoted in "Readings in Urban Geography," edited by Harold A. Mayer and Clyde F. Kohn.)
Or:
The core, the central urban ring, the outer urban ring and the fringe.

The National Housing Act, 1954 amended in 1956, 1957 and 1958: The National Housing Act is an Act to promote the construction of new houses, the repair and modernization of existing houses, and the improvement of housing and living conditions.

The City: The City of Sault Ste. Marie.

Townships: Korah, Prince and Tarentorus.

Industry: "Industry" as defined by the Land Use Survey includes: Factories, builders' yards and workshops, repair garages, blending and bottling warehouses, mineral workings and waste tips; it excludes transport depots, docks, wharves, railways, wholesale warehouses, colliery areas, sewage, water, gas and electricity establishments, and agricultural land.

Neighbourhood:* A residential area served by one elementary school; usually bounded by major or secondary streets, or other natural or artificial boundaries; population — between 3,000 and 5,000 for average densities.

Community:* Several neighbourhoods served by one high school which generally is bounded by major natural or man-made boundaries; population — between 30,000 and 40,000.

District/Region:* An area of two or more communities; population—75,000 or more.

*Source: Vol. 20, No. 5, Urban Land News and Trends in City Development.

Primary Manufacturing: The manufacture of bulk goods from unprocessed raw materials, i.e. iron and steel, pulp, newsprint, etc.

Secondary Manufacturing: Characterized by a higher degree of processing and a much greater dependence on the domestic market. Secondary manufacturing deals with the fabrication and assembly of consumer goods, i.e. clothes, motor cars, etc.

Primary Sector: That section of the regional economy which is involved in the production of relatively unprocessed raw materials i.e. mineral ores, wood, and fish.

Secondary Sector: That section of the regional economy which deals with the primary and secondary manufacturing industries which refine and process those materials which are extracted raw from their native habitat.

Tertiary Sector: That section of the regional economy which deals with the handling and distribution of consumer goods (trucking and transport). Wholesale Trade and other services to the public in the form of insurance and finance, business and technical services, and provincial and federal employment in the area . . . all this as opposed to the actual manufacture of consumer goods.

Gross Area: The total acreage of a given area inclusive of vacant lots, all lands and streets.

Net Area: The total acreage of all lands of a gross area, exclusive of streets.

Gross Residential Area: An area, characterized by the predominance of land used for residential purposes, including streets and vacant lands.

Net Residential Area: The total acreage of a gross residential area, exclusive of streets, schools, etc., or all lands used solely for housing purposes.

Gross Density: The ratio of population to the total area of a municipality.

Net Density: The ratio of population to the total land area of a municipality, excluding streets, parks and vacant lands.

Gross Residential Density: The ratio of population to a given gross residential area.

Net Residential Density: The ratio of population to a given net residential area.

Floor Space Index: The ratio of total floor space to the total lot area. Source: Urban Renewal—Toronto—1956.

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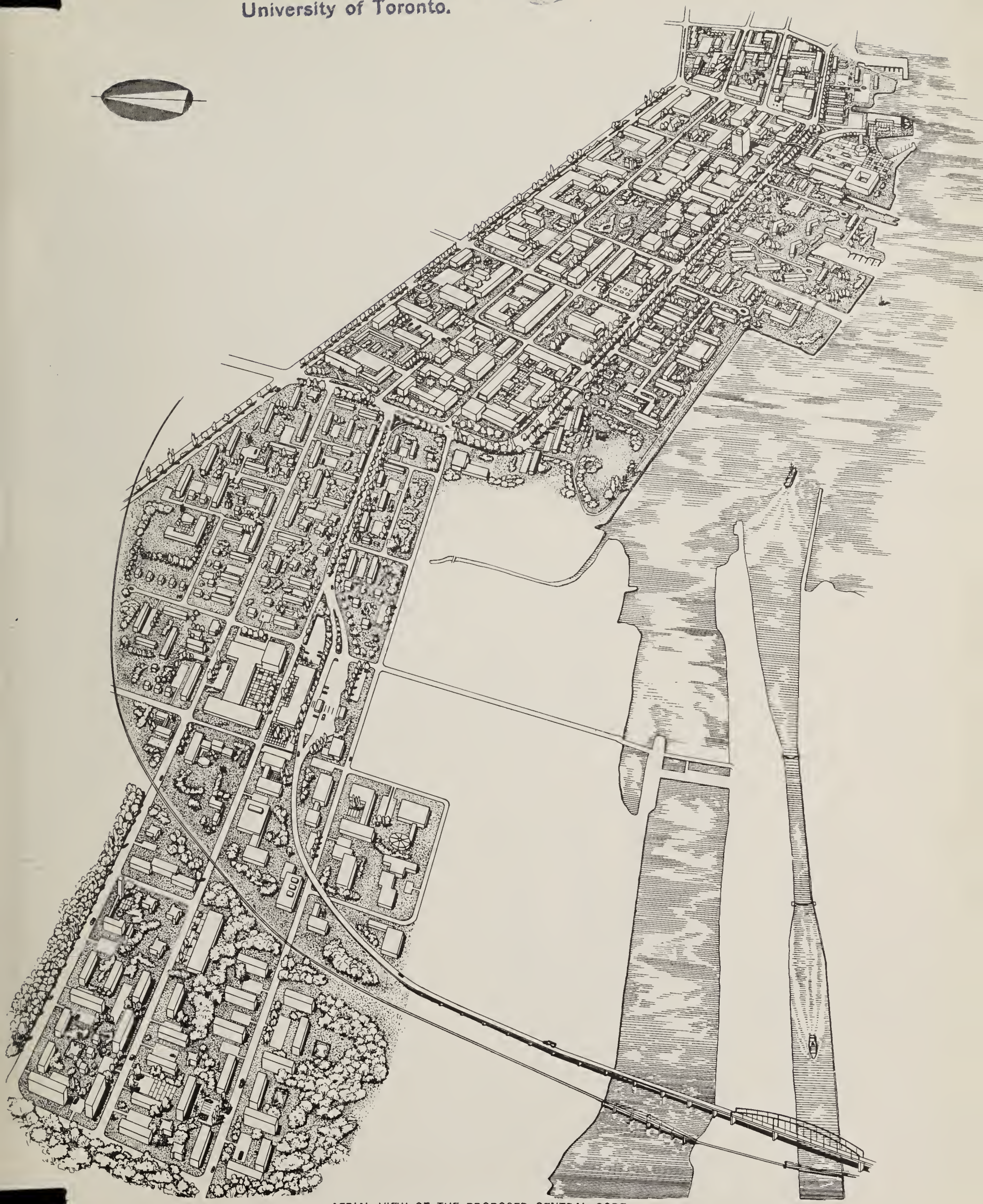

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